DOCUMENT RESUME

ED 274 452 PS 016 076

TITLE	Towards Universalization of Primary Education in Asia and the Pacific: Country Studies--Pakistan.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Bangkok (Thailand). Regional Office for Education in Asia and the Pacific.
PUB DATE	84
NOTE	100p.; In: "Towards Universalization of Primary Education in Asia and the Pacific: Country Studies"; see PS 016 069.
AVAILABLE FROM	UNIPUB, 10033/F, Martin Luther King Jr. Highway, Lanham, MD 20706-4391 (Complete volume $52.50 in U.S. funds).
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Community Involvement; *Educational Administration; *Educational History; Educational Improvement; *Educational Policy; *Elementary Education; *Equal Education; Foreign Countries; Program Descriptions; *School Organization; Tables (Data)
IDENTIFIERS	*Pakistan

ABSTRACT

Pakistan's effort to achieve universal primary education is described in this study. Chapter One briefly traces economic and social developments, the growth of knowledge, and considers educational priorities. Chapter Two offers an historical perspective, focusing on the re-orientation of the schools after independence, the first national plan, the National Commission, new educational policy, national education policy, the current 5-year plan, the legal basis of universalization of education, and the Primary Education Project. Chapter Three discusses aspects of organization, such as structure, non-formal education, administration, curriculum, examinations, instructional models, community support, student population projections, existing enrollment ratios, non-enrollments, teacher intake capacity, and desired changes in the educational system. Chapter Four provides statistical tables concerning the estimated population in the primary level age-group, trends in primary education, geographical distribution of primary education facilities, primary enrollment ratios, curriculum in the primary schools, and the number of primary schools and teachers. Chapter Five describes the system of supervision in terms of the existing pattern and proposed measures. Chapter Six briefly discusses community involvement in education. Chapter Seven deals with national policy and proposals having to do with the approach to educational provision, a research and experimental project, the physical infrastructure, proposed measures, the innovative Center School and primary education project, and projects concerning the teaching of reading. Chapter Eight describes new programs. (RH)

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

APEID

Asian Programme of Educational Innovation for Development

ED274452

Towards Universalization of Primary Education in Asia and the Pacific

Country Studies

PAKISTAN

PS 016076

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Ekok Djakal
UNESCO

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

UNESCO REGIONAL OFFICE
FOR EDUCATION IN ASIA AND THE PACIFIC
Bangkok, 1984

This volume is one of a series of National studies of the progress being made towards the universalization of primary education undertaken by the following Member States:

Bangladesh	Papua New Guinea
China	Philippines
India	Republic of Korea
Indonesia	Socialist Republic of Viet Nam
Nepal	Sri Lanka
Pakistan	Thailand

Towards universalization of primary education in Asia and the Pacific; country studies – Pakistan [compiled by] the Asian Programme of Educational Innovation for Development, Bangkok, Unesco, 1984.

90 p. (Asian Programme of Educational Innovation for Development)

1. EDUCATIONAL DEVELOPMENT – PAKISTAN. 2. PRIMARY EDUCATION – PAKISTAN. 3. UNIVERSAL EDUCATION – PROGRAMMES – PAKISTAN. 4. EDUCATIONAL INNOVATIONS – PAKISTAN. I. Unesco. Regional Office for Education in Asia and the Pacific, Bangkok. II. Title. III. Series.

372.95
372.954 9

© Unesco 1984

Published by the
Unesco Regional Office for Education in Asia and the Pacific
P.O. Box 1425, General Post Office
Bangkok 10500, Thailand

Printed in Thailand

The designations employed and the presentation of material throughout the publication do not imply the expression of any opinion whatsoever on the part of Unesco concerning the legal status of any country, territory, city or area or of its authorities, or concerning its frontiers or boundaries.

BKA/84/OPE/719-800

Preface

Universalization of primary education (UPE) is one of the major priority goals of countries in the region of Asia and the Pacific. The developing countries in particular, are now vigoriously engaged in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available as soon as possible for all children and young people.

In 1983, as part of a major project under the Asian Programme of Educational Innovation for Development (APEID) on the Universalization of Education, 12 countries in the region undertook national studies. The national studies were conducted to analyse the stage reached by the countries in UPE, and the problems encountered by them in providing educational opportunities to all children at the primary level; to review significant new and current developments in programmes and projects which the countries have undertaken in order to expand and improve primary education; and to contribute to achieving the target of primary education for all children. The studies were conducted by national institutes and professional groups under the guidance of high level committees of the Ministries of Education in the respective countries.

On completion of the national studies, a Regional Review Meeting was held in November 1983 which undertook an in-depth analysis of the methodologies of the national studies and examined their findings. The meeting also made suggestions for improving and updating the national studies tabled for review.

Following the recommendations of the review meeting, study teams in the participating countries have revised and updated the national studies. The present publication is an outcome of the collaborative and co-operative efforts of the member countries in understanding the progress made in the universalization of primary education, the nature and extent of problems and issues and their implications for achieving UPE in the region before the end of this century.

This series which provides a comparative view of the position of and progress made in UPE has been published with the view that tha countries in the region, in their bid to step up measures for UPE, will find the information, experiences and conclusions useful in pursuing the goal of 'education for all' with a new vigour by drawing on the experiences of other countries with the same goals and objectives.

CONTENTS

		Page
Chapter One :	**CHALLENGES**	1
	Introduction	1
	Economic and social development	1
	Growth of knowledge	3
	Priority	3
Chapter Two :	**HISTORICAL PERSPECTIVE**	4
	New orientation	4
	First National Plan	6
	National Commission	9
	New education policy	9
	National Education Policy	11
	Current five-year plan	14
	Legal basis	14
	Primary Education Project	15
Chapter Three :	**ORGANIZATION**	20
	Structure	21
	Non-formal education	22
	Administration	24
	Curriculum	26
	Examinations	27
	Instructional model	28
	Community support	29
	Student population projections	30
	Existing enrolment ratios	32
	Non-enrolments	36
	Teacher intake capacity	40
	Desired changes	45
Chapter Four :	**STATISTICAL TABLES**	51
Chapter Five :	**SYSTEM OF SUPERVISION**	55
	Existing pattern	55
	Proposed measures	58

Chapter Six : COMMUNITY PARTICIPATION 60

Chapter Seven : NATIONAL POLICY AND PROPOSALS 63

Approach 63
Research and experimental project 66
Physical infrastructure 67
Proposed measures 68
The Centre School 76
Reading teaching project 78

Chapter Eight : NEW PROGRAMMES 80

Appropriate instructional model 80
Legislation for compulsory primary education 83
National Institute of Communication in Education 88

References 90

Chapter One

CHALLENGES

Introduction

The Government of Pakistan firmly believes that the destiny of the country is being decided in its classrooms. Those who are responsible for formulating educational policies or implementing them in the field sincerely think that, in today's situation education for the vast mass is not a matter of mere rhetoric. They are clear about the significance and importance of education in the matrix of life today, as they feel that, in a world based on competition and productivity, it will be education which finally determines the quality of life of the people. For national reconstruction, the all important factor is human resource development.

This challenge is neither specific to Pakistan nor is it novel. However, its magnitude, gravity and urgency have increased immensely and it has acquired a new dimension since the adoption of the mechanism of planned development of the national economy. There is a need for a well-defined bold and imaginative educational policy and for determined and vigorous action to vitalize, improve and reform education. It must be expanded to ensure the participation of all sections of our society in raising the standard of living.

Education to a certain level is the birth-right of every individual. Islam enjoins all its adherents to seek knowledge from whatever quarter they can and considers such acquisition of knowledge to be the purest form of prayer. It does not recognise any dichotomy of the spiritual and the mundane.

Economic and social development

The problems and issues which confront Pakistan today are varied and complex. The foremost amongst them relates to economic development and growth. The great poverty of the masses in the rural areas and the incidence of unemployment or under-employment

among the people, even emongst the educated continues to exist. The economy is still largely subsistence, with almost 40 per cent of the population existing below the poverty line. Economic progress over the last three decades, has not been accompanied by social progress. The worst under-development shows up in deprivation of public services absence of transport, proper health care, appropriate educational facilities and such other things.

The major problem to overcome is the state of underdevelopment that exists, by increasing the output per capita, thus enhancing productivity. The economy is still based on agriculture which continues to use primitive means of cultivation, reaping, storage and marketing. In spite of the fact that the prominent mode of production is labour intensive, many have not been able to secure gainful employment. Provision of full employment to the people, especially to the educated, will not be possible without exercising and promoting some kind of population planning. The success of any effort on these fronts is not possible without the provision of some appropriate educational input encompassing the large mass of people.

Allied to this is the need to attain self-sufficiency in food. This will not be possible without enhancing agricultural productivity which remains low by today's standards. To be realistic, there is hardly any chance for Pakistan to become an industrial power of substance over the coming quarter of a century. The only option is to ensure a substantial increase in agricultural productivity. almost a condition of survival.

Another equally important and urgent challenge relates to social and national integration. The society is traditional, stratified and deficient in vertical mobility. The social distance between different classes is great and tends to widen. As education is not rooted in the traditions of the people, it is still often perceived as some foreign model imposed from outside. Educated people tend to be increasingly alienated from their own folk. The growth of local, linguistic and sectarian loyalties, because of ignorance, tends to obscure the country. Under the impact of industrialization as well as urbanization the old values which ensured social stability of self contained village communities are disappearing. A new set of values necessary for maintaining a sense of social responsibility has failed to emerge and

replace the old. The crisis of values must be resolved, if a better and more egalitarian society is to surface and exist.

Growth of knowledge

Internationally, the country is facing another equally urgent challenge. While Pakistan is going through the transition stage of moving from a feudal to an industrial era the developed countries are passing from the industrial era to an era of scientifico-technological revolution. It is likely to be at its zenith by the turn of the present century. It is obvious that unless proper steps are taken right now, the gap between Pakistan and the industrialized countries following this emerging revolution may become too wide to be bridged.

Yet another aspect of challenges is associated with the pehnomenon termed "explosion of knowledge". Knowledge is international and a heritage of all mankind. There can be no barriers to its free import except those that are self imposed. However, no country can for ever remain at the receiving end. Pakistan must make its own endeavour to extend the frontiers of knowledge and thereby contribute to the common pool.

Priority

The population is now about 85 million. Half of it is below the age of 18. By the turn of the century it may well rise to 150 million. The total number of educational institutions in the country is around 85,000. The number of teachers of all categories is nearly 0.4 million. The total student population is about 12 million (formal as well as non-formal). However, a very steep increase is expected over the coming 20 years and the student population may touch 25 million by the year 2000.

The size and the large numbers involved in the educational system, whilst constituting a rich promise in the contribution possible by the educational input to national development, demonstrates the complexity of the tasks which lie ahead.

Chapter Two

HISTORICAL PERSPECTIVE

New orientation

The effects of colonial rule have contributed to Pakistan's under-development. The alien rule, true to its interest, did not permit the natural development of the production process within the country. By the middle of this century when most of the colonial countries gained independence they had a number of difficult, complex, significant and urgent problems to tackle. Pakistan's fate was no different from the others. In some ways its difficulties were greater. A whole new country had sprung up. The tragedy that happened as a result of the migration of population created further hardships and complications.

It was, however, realized in the very beginning that whatever may be the magnitude and depth of problems the most effective way to their solution was to make a simultaneous attack on all fronts. It was then realized that it would have to be attempted through two main programmes: (a) the development of physical resources through the modernization of agriculture and rapid industrialization. This required the adoption of a science-based technology, capital formation and investment and the creation of the essential infra-structure of transport, credit, marketing and other institutions; and (b) the development of human resources through a properly organized programme of education.

In this context the country found itself at Independence the inheritor of an educational system installed a hundred years earlier by a foreign government and founded upon political, social economic and cultural concepts totally different from those of an independent state. The task was not to expand the existing system but to give it a new orientation in keeping with the country's cultural and economic traditions and aspirations. This task was started immediately after independence with the covening of the first Educational

Conference in November 1947 to consider the reorganization of the educational system.

The Quid-e-Azam's message to the Conference stated the task before it and the educational goal of the country in the following words:

> The importance of education and the right type of education, cannot be over-emphasized. Under foreign rule for over a century, sufficient attention has not been paid to the education of our people and if we are to make real, speedy and substantial progress we must earnestly tackle this question and bring our education policy programme on the lines suited to the genius of the people, consonant with our history and culture and having regard to the modern conditions and vast developments that have taken place all over the world.

The Quaid-e-Azam further said:

> There is no doubt that the future of our State will and must greatly depend on the type of education we give to our children and the way in which we bring them up as future citizens of Pakistan. Education does not merely mean academic education. There is immediate and urgent need for giving scientific and technical education to our people in order to build up our future economic life and to see that our people take to science, commerce, trade and, particularly, well-planned industries. We should not forget that we have to compete with the world which is moving very fast in this direction.
>
> At the same time, we have to build up the character of our future generation. We should try, by sound education to instil into them the highest sense of honour, integrity, responsibility and selfless service to the nation. We have to see that they are fully qualified and equipped to play a part in the various branches of national life in a manner which will do honour to Pakistan.

This first Conference dealt with practically all aspects of education. Among its major recommendations were the following:

a) the educational system should be inspired by the Islamic ideology, emphasizing among many of its characteristics those of universal brotherhood, tolerance and justice;

b) free and compulsory education should be introduced for a period of five years, which should be gradually raised to eight years;

c) primary schools could be co-educational or otherwise according to local needs; and

d) a comprehensive scheme should be prepared for the re-organization of technical education suited to the economic needs of the country and the peculiar genius of the people.

First National Plan

The deliberations and recommendations of the Conference served to stimulate and guide the task of rebuilding education in the country. The basic policies enunciated by the Conference were accepted by the Central, Provincial and State Governments. Soon thereafter the Central and Provincial Governments set up committees of experts to review, modify and revise primary and middle school syllabuses.

The concepts, plans and schemes evolved by the above bodies and by many other official and non-official groups, served as a basis for the Six-Year National Plan of Educational Development for Pakistan, issued in 1952. This plan was prepared by the Educational Division of the Central Government in collaboration with Provincial and State Governments. The chief merit of the plan was its translation into money, buildings and people, of the educational job envisioned by the several advisory bodies and groups. Unfortunately, it was not related to an overall plan for social and economic development based upon an economic analysis of resources. Consequently, it could not serve as a concrete plan of action. It has nevertheless proved to be a useful guide to the relative needs of the several phases and levels of education.

Underlying all these hopes and plans for education is the deep-seated urge to regenerate the high moral standards of Muslim society, as derived from and rooted in Islam. The Constitution of the Islamic

Republic of Pakistan required the State to take steps to enable the Muslims of Pakistan individually and collectively to order their lives in accordance with the Holy Quran and Sunnah, and to endeavour:

> . . . as befits the Muslims of Pakistan:
>
> – to provide facilities whereby they may be enabled to understand the meaning of life according to the Holy Quran and Sunnah;
>
> – to make the teaching of the Holy Quran compulsory; and
>
> – to promote unity and the observance of Islamic moral standards.

Pakistan represents a dramatic effort reflecting the culmination of a historical process on the part of a people with a common culture to build an integrated democratic society which will measure up to their long-felt hitherto subdued aspirations. Upon education falls the paramount task of developing these moral standards of integrity, self-discipline, industry, and sense of responsibility among the population without which democracy is but a mockery and culture a mere veneer. This task, above all else, calls for the strictest attention to the content and quality of the educational process and to the intellectual and moral stature of the teachers.

On the basis of the plans for education referred to above, the First Five Year Plan 1955-60 dealt with some of the major policies and summarized the most pressing needs of education, relating these needs to the total plan of development and the total resources available, and suggesting ways of implementing educational schemes which were of the highest priority. An analysis of the available information revealed large gaps and maladjustments in the growth of the educational system. For example, one third of the primary teachers had no training; many university departments were mere skeltons; no provision existed for research in education, and failures had ominously increased, proving that the staff and equipment that existed were not being well used. This assessment suggests that most of the changes in education since independence had been quantitative rather than qualitative.

It was decided that the priorities ought to be to fill the gaps and make up the qualitative deficiencies that existed in the prevailing educational system and, having regard to the resources available, make some modest expansion. The first Five Year Plan had the following specific objectives:-

a) the enrichment of primary education and, in fact all education so that instruction is pupil-centred and rooted for Muslims in the spirit of Islam. Such enrichment should precede the efforts, economically unattainable in a short period, for making primary education universal. We believe that free compulsory primary education is indispensable to our democratic society and economy but that a five-year period of reorientation is necessary to prepare the ground-work of its accomplishment, perhaps within fifteen years thereafter;

b) the selective improvement of secondary and higher education with emphasis on the skills and leadership required to implement our plans of development. This improvement requires, chiefly, additions to the traditional liberal arts curricula of technical and scientific subjects, the provision of specialized staff and laboratory equipment, and the strengthening and extension of professional and technical courses.

The accomplishments during the First Plan period, though by no means negligible, were in several respects disappointing. No significant improvements in the quality of school education were made. Primary school enrolment did not increase to the extent expected, although secondary school enrolment was appreciably higher. The training of teachers to meet the expanding requirements was satisfactory at the secondary stage but no increase was registered at the primary level. Approximately Rs. 400 million* (including recurring expenditure) was spent during the First Plan period, against the total allocation of about Rs. 580 million.

---

* Approximately 14.00 Pakistan Rupees PRs = One US dollar.

National Commission

Cognizant of the importance and role of education in bringing about some qualitative change in productivity and setting in the process of modernization and sensitive to the reality that the educational system was in the midst of a state of crisis, the Government constituted a very high powered Commission on National Education in 1958, which produced a comprehensive report the following year.

The report covered a wide range of subjects of vital importance to the future of the educational system. The central theme of the report was that education should be viewed as a productive activity and as an investment in human resources essential for the development of a progressive and prosperous welfare state. The educational system in the country, specifically at the university level, should pursue quality as an essential objective, and its end-products in arts and science should be comparable in competence and achievement with those trained in advanced educational systems of the world. Scientific and technologic education should receive particular attention and postgraduate courses should be introduced as an essential element of higher technical education. Among the recommendations made by the Commission were the following:

1. Compulsory schooling for the age group 6-11 should be provided within a period of 10 years, and within another five years for the age group 11-14;

2. Encouragement should be given to the development of secondary schools of the residential type;

3. The development of a literate population must be the immediate primary objective of adult education; and

4. In the future expansion of education, facilities provided for girls should be made adequate.

The principal recommendations of the Commission were included in the Second Plan within the limits of available resources.

New education policy

Development plans have increasingly been based on the concept that education is a vital national investment and a major determinant

of economic progress. The priority accorded to education in the drafting of plans, however, has not always been reflected in their implementation. Required funds have been denied to the education and training sector because of pressure for resources in other economic sectors. This was particularly the case in the Third Plan, when a combination of adverse circumstances made it necessary at the very inception of the plan to divert investment from long gestation to quick yielding programmes. The result has been that just when the economy, having completed its preliminary stage of industrialization, was entering a more sophisticated stage and making greater demands on its trained manpower, the country found itself faced with a serious imbalance between manpower needs and education output. Large scale unemployment not withstanding, there are shortages of skilled manpower in fields that are critical for development. The educational base remains narrow, since only 18 per cent of the population can be regarded as functionally literate. The percentage of drop-outs and failures continues to be wastefully high.

To resolve these problems and to obtain better yields an exercise was conducted in 1972 which resulted in the formulation of new education policy. By that time the country had split into two parts – East Pakistan emerged as Bangladesh and the objective realities had changed drastically. The intensity of some challenges had increased while there had been quite a shrinkage in resources. The new scene wanted a new analysis and a new set of remedies. These were discussed and deliberated during the formulation of new education policy. Its main objectives *inter alia* were to:

a) create a literate population and an educated electorate by mobilizing the nation and its resources;

b) make the educational system more functional in terms of its contributions to productivity and economic growth;

c) remove the existing disparity in education services among the rural and urban population;

d) recognize the paramount importance of quality in education and the crucial role of teachers in raising standards of instruction;

e) make optimum use of the available resources including physical facilities, at all levels; and

f) strengthen and consolidate the programme of educational research and development planning.

National Education Policy

The situation drastically changed during 1977 when the process of Islamization gained fresh momentum. In view of the new emphasis the educational process was redirected. Education being a fundamental activity in inculcating proper attitudes and skills amongst citizens, the new focus necessitated the declaration of new educational aims. Consequently in 1979 a National Education Policy was enunciated which marked a considerable departure from hitherto. Realizing that the aims of education are sign posts which provide purpose and direction and that they should be consistent with the faith, ideology and aspirations of the people, the following aims were adopted to:

a) foster in the hearts and minds of the people of Pakistan in general and the students in particular a deep and abiding loyalty to Islam and Pakistan and a living consciousness of their spiritual and ideological identity thereby strengthening unity of the outlook of the people of Pakistan on the basis of justice and fair play;

b) create awareness in every student that he, as a member of the Pakistani nation is also a part of the universal Muslim Ummah and that it is expected of him to make a contribution towards the welfare of fellow Muslims inhabiting the globe on the one hand and to help spread the message of Islam throughout the world on the other;

c) produce citizens who are fully conversant with the Pakistan movement, its ideological foundations, history and culture so that they feel proud of their heritage and display firm faith in the future of the country as an Islamic State;

d) develop and inculcate in accordance with the Quran and Sunnah, the character, conduct and motivation expected of a true Muslim;

e) provide and ensure equal educational opportunities to all citizens of Pakistan and to provide minorities with ade-

quate facilities for their cultural and religious development enabling them to effectively participate in overall national effort;

f) impart quality education and to develop fully according to their capacity, each individual's potentialities, through training and re-training and to develop the creative and innovative faculties of the people with a view to building their capability to effectively manage social, natural and productive forces, consistent with the value system of Islam;

g) provide a minimum acceptable level of functional literacy and fundamental education to all citizens of the country particularly the young, irrespective of their faith, caste and creed in order to enable them to participate productively in the total national effort;

h) creat interest and love for learning and discipline among the youth and to ensure that every student is imbued with the realization that education is a continuous and a life-long process; and

i) promote and strengthen scientific, vocational and technological education, training and research in the country and to use this knowledge for socio-economic growth and development thereby ensuring a self-reliant and secure future for the nation.

These aims were to be achieved through the following strategies:

a) highest priority will be assigned to the revision of curricula with a view to reorganizing the entire content around Islamic thought and giving education an ideological orientation so that Islamic Ideology permeates the thinking of younger generation and help them with necessary conviction and ability to re-fashion society according to Islamic tenets;

b) presently the two systems of education namely the traditional "Madrassah and Darul Uloom" and "modern school, college and university" are engaged in the dissemination of

knowledge in their own way without any meaningful dialogue between the two, resulting in a lopsided development of human personality in Pakistan. However, there are desirable features in both and the possibility of their fusion into an integrated national system of education will be explored;

c) national language will be used as the medium of instruction to strengthen ideological foundation of the nation and to foster unity of thought, brotherhood and a sense of patriotism;

d) as far as possible, the facilities and programme of educational institutions will be attuned to the demographic factors, structure of the economy and needs of the labour market;

e) the interdependence of knowledge and action would be made manifest to train people for productive work and inculcate willingness to continue to learn and develop their capacities to keep pace with the rapidly changing production methods and working conditions in the highly technical modern world;

f) a total mobilization of community resources is required to be arranged including the use of mosques, civic buildings, and factories, for spreading the benefits of fundamental education and special programmes instituted to achieve universal functional literacy;

g) effective participation of local communities in the development and maintenance of educational facilities will be enlisted to ensure that educational needs of the remotest part of the country are met in the shortest possible time at a minimum cost; and

h) curricula for female education will be related to the distinctive role assigned to women in an Islamic Society, and to provide education up to the highest level to girls in separate institutions.

Current five-year plan

The Sixth Five Year Plan (1983-1988) approaches primary education with the earnestness and urgency that it has always deserved but never received. It is intended that universal primary education will be instituted within the Plan period. All boys of the relevant age group will be put into Class I in the middle years of the Plan and all the girls by the terminal year (1987-1988). A minimum of five years of schooling will be made obligatory to begin with and the tenure will gradually be raised to ten years. During the Sixth Five Year Plan, no student who is in school will be allowed to drop out before Class V.

The participation rate of children in primary schools is targetted to increase from 50 per cent in 1982-1983 to 75 per cent in 1987-1988. This implies that over 5 million additional children will be provided with primary schooling, an increase of about 75 per cent over the base year enrolment of 7 million children. Primary education indices are presented on the following page. As will be observed larger increases are planned for the more neglected sections – for rural areas and for girls.

No matter how forceful the push, an increase in primary education cannot raise literacy rates very much in a five-year plan. A marked, short-term improvement in literacy would necessarily require programmes covering the mass of the illiterate population which has already gone past the primary school age. Literate adults, especially child-bearing mothers, would not only increase the literacy rate but would facilitate the entry of girls into primary schools and the learning environment of both boys and girls in their homes. In view of these considerations, it has been decided to launch a mass literacy programme, aimed at a coverage of 15 million persons, the greatest concentration of which would be women in rural areas. The programme will have an in-built component of evaluation in order to determine whether it is attaining its desired objectives of providing literacy and motivating the entry of children into primary schools.

Legal basis

The information relating to the legal basis of universalization of education lies in documents which may be divided into (a) Five Year

Primary Education Project

A. Enrolment (in millions)

	1982-1983	*1987-1988*	*Absolute increase*	*Percentage increase*
Total	7.0	12.3	5.3	75.7
Rural	4.3	8.3	4.0	93.0
Urban	2.7	4.0	1.3	48.1
Boys	4.8	7.7	2.9	60.4
Girls	2.2	4.6	2.4	109.1

B. Participation and literacy rates (per cent)

	Participation Rate		*Literacy Rate*	
	1982-1983	*1987-1988*	*1982-1983*	*1987-1988*
Total	50	75	26.2	48
Rural	42	70	17.3	42
Urban	74	92	47.1	62
Boys	66	90	35.1	49
Girls	33	60	16.0	40
Rural Girls	21	50	7.3	40

Plans; (b) National Education Policies; and (c) Enactments and Constitutions.

Five year plans. The First Five Year Plan (1955-1960) had envisaged to pave the way for making primary education free and compulsory by the year 1975. However only 20 per cent of the total funds earmarked for education were allocated for primary education. Worse still, out of the meagre allocation of Rs. 50 million only Rs. 18.3 million i.e. 37 per cent of the amount, was spent on primary education.

In the second Five Year Plan (1960-1965), achieving the goal of compulsory primary education for children of the 6-11 years age group within 10 years time was fixed. It was planned to bring 56 per cent of the primary school age children on the roll of the schools

during the plan period. For this purpose Rs. 65.4 million was allocated for primary education out of the total allocation of Rs. 395.5 million for the sector of education. However, only Rs. 17.7 million i.e. 27 per cent of the allocation was spent on primary education, the rest was transferred to secondary, higher and technical education.

The Third Five Year Plan (1965-1970) was prepared with a view to achieving the goal of universalized, free and compulsory primary education by 1980. Rs. 68.5 million was provided for primary education.

In the 1970-1978 period there was no plan as the Fourth Five Year Plan (1970-1975) was abandoned due to disturbed conditions in the country. But a total amount of Rs. 444 million was spent through ADPs during 8 years period.

In the Fifth Five Year Plan (1978-1983) an amount of Rs. 1,413 million was spent on Primary education out of the total allocation of Rs. 5,944 for the sector of Education. The target of universalized primary education still remained elusive.

In the latest i.e. Sixth Five Year Plan (1983-1988) the total allocation for primary education is Rs. 7,000 million, a substantial amount keeping in view the overall resources of the country. The number of schools, including Mosque and Mohallah Schools, will rise to 115,408 and the participation rate will rise to 75 per cent of the primary school age children. Universalized primary education is expected to be achieved for boys by 1988 and for girls by 1992.

National education policies. The First Education Conference was convened in Karachi in November 1947 by the Quaid-e-Azam Mohammad Ali Jinnah. The conference made a number of recommendations. Thus it gave birth to what may now be termed as the first formulation of a sort of educational policy.

The Commission on National Education (1959) in its comprehensive report, published in 1961, remarked:

> Compulsory education at the elementary stage is indispensable for skilled manpower and intelligent citizenship. For this purpose at least 8 years schooling is required. The target should be to achieve five years compulsory schooling within a period of 15 years.

In the report of the Commission on Students' Problems and Welfare published in 1966, are the following remarks about compulsory education: 'We are satisfied that Government has accepted it in principle that as soon as possible compulsory, free, primary education will be introduced in the prospective plan period.'

The well known Committee on Education Reforms in its report entitled "Proposal for a new Education Policy (1969) has recommended 'Education Policy should attach a high priority to elementary education.'

The New Education Policy 1972-1980 (March 1972) Chapter-I on Free and Universal Education contains the following decisions:

a) education will be made free and universal up to Class X for all children throughout the country. However, due to our limited resources, this will be achieved in two phases;

b) in the first phase, from 1st October, 1972 education up to Class VII will be made free for boys and girls in both Government and privately managed schools. Private Schools will be suitably supported for the loss of fees incurred by them;

c) in the second phase starting from 1 October 1974, free education will be extended to Classes IX and X in all schools;

d) depending on the response and reciprocity, it is anticipated that primary education up to Class V will become universal for boys by 1979 and for girls by 1984. In a further period of three years, it is anticipated that elementary education will become universal up to Class VIII, that is, for boys by 1982 and for girls by 1987; and

e) whether education should be made compulsory and, so, up to what stage and in what manner are questions of a serious nature: Compulsory education places a direct responsibility on parents to send their children to school on pain of punishment. Simultaneously, it entails an immediate obligation on the part of the Government to provide facilities for their schooling. On account of its far-reaching

implications in the socio-economic structure as constituted today, this issue is left for debate and decision by the Assemblies.

A National Education Policy was again formulated in 1979 and was published under the title 'National Education Policy and Implementation Programme'. In the policy statement under the chapter on Primary Education it has been said, 'Primary School enrolment will be so increased that all boys of Class I age are enrolled by 1982-1983. Universal enrolment of boys will be attained by 1986-1987. In the case of girls universalization will be achieved by 1992'. Funds earmarked on Primary Education have been made non-transferable to other heads of education. Realizing that the introduction of compulsory primary education has certain pre-requisite steps first to be taken by the Government, the formulaters of the 1979 National Education Policy did not say anything on the subject of compulsory education.

Enactments and constitutions. No enactment on compulsory or universal primary education existed at Federal level, at the time of the establishment of Pakistan in 1947. The British Government of the day, had completely conceded provincial jurisdiction over the subject of education. Incidentally it also meant low status of education in the constitutional scheme of the British Government in the Indo-Pakistan sub-continent. Some provinces had passed enactment on primary education. In the provinces now forming Pakistan, legislation existed only in two of them, i.e. the Punjab and Sind.

Punjab Primary Education Act, 1919 and Sind Primary Education Act, 1947 provided for compulsory education in only a few comparatively more developed districts of the provinces. Later on the Sind Primary Education Act was made applicable to the entire province of West Pakistan, comprising the four provinces, now constituting Pakistan, through an ordinance of the Governor in June, 1962. After the break-up of the one unit into four provinces in 1969, the jurisdiction of the ordinance reverted to the provinces.

The posts of Compulsory Education Officers exist in some districts in the provinces. In the Punjab and Sind most of these posts are filled. In other provinces they are either vacant or abolished. The sections empowering Government to sue and punish the default-

ing parents, are seldom applied. It has been the Government Policy to show leniency and resort to the policy of persuasion rather than punishment. The reason is obvious, Government has first to provide seats and facilities for all children in schools before the law can be applied in letter and spirit.

Three constitutions have been framed in the history of Pakistan in the years 1956, 1962 and 1973. Compulsory and Universal Primary Education has found a place only in the 1962 constitution in the chapter on Basic Principles of Policy in these words:

'7-*Education* Illiteracy should be eliminated and free compulsory primary education should be provided for all, as soon as possible.'

Thus provision of compulsory primary education had been made one of the basic and guiding principles of government policy without making it a justifiable or fundamental right. However, now the subject of legislation for compulsory primary education has been taken up at the highest level. It was on the agenda of the 3rd meeting of the Federal and Provincial Education Ministers and Education Secretaries held on 10 October 1983.

For the first time in the history of the country, thinking on legislation for compulsory primary education has started. Legislation may soon be expected at the Federal level, providing compulsory universalized primary education. This will really be a revolutionary and historical step.

Chapter Three

ORGANIZATION

According to the Constitution (1973) education is on the concurrent Legislative List of the Federal and Provincial Governments. The Federal Government has the power to attend to matters relating to policy, planning, curriculum, textbooks, standards and Islamic Education. It is also responsible for issues pertaining to the education of Pakistani students in foreign countries and foreign students in Pakistan. The Federal Government is the overall policy-making, coordinating and advisory authority. All educational institutions lying in the federal area and some special institutions lying in the provinces are administered by the Federal Government. Apart from the above the Provincial Governments are solely responsible for all other matters concerning implementation of Education Policy, organization, administration and management of the public school system. The private sector is also permitted to contribute in the process of schooling and does so to some extent up to all stages now. Finances to meet the development expenditure in education in the provinces are provided by the Federal Government. Recurring expenditure to meet salaries and regular supplies etc., are borne by the provincial exchequers.

The Federal Ministry of Education is headed by the Minister of Education. The highest civil servant responsible to the Ministry is the Education Secretary. The Ministry is divided into a number of wings. A Provincial Education Department is headed by a Provincial Education Minister. However, the civil servant in charge of the department is the Provincial Education Secretary. The bigger provinces of the Punjab and Sind are further divided into regions for purposes of administration. The head of the regional office is called the Director and he is the person who looks after the department professionally. The administrative structure is quite centralised though not to the extent that it has been in the past. Efforts have been made to create independent advisory bodies composed of outstanding educationalists, scholars, parents and elders from within the

community to oversee and evaluate the implementation of the Education Policy and to watch and suggest ways to accelerate the pace of educational development. These advisory bodies, called Education Councils, have been set up at the national, provincial, district and local government levels. However, the contribution which such councils are making at the moment leaves much to be desired.

Supervision of primary education is provided by provincial education directorates through the delegation of functions to division and district levels. In fact, the primary and secondary level (grades I-X) are linked under the term 'school education' and are managed together. This results in an overemphasis upon grades VI-X to the neglect of grades I-V, since managers perceive the upper grades as having more prestige and importance. Grades I-X are under the control of a District Education Officer (DEO). The DEO has a large number of Assistant Education Officers (AEOs). The overall ratio of AEOs to teachers is about 1:250, but since AEOs spend most of their time on secondary school matters, the nominal number of teachers per AEO at the primary level is at least 500. With an average school size of two teachers, the typical AEO is expected to cover 200-300 schools, largely without transport; a reasonable ratio would be 25-40 schools, each visited five to eight times per year. As a result of these constraints, primary schools remain largely unsupervised. There are certain schools which are visited once in five years. Complaints about absenteeism on the part of teachers are therefore very common.

Structure

The formal educational system in Pakistan is of a multi-stage type. The first stage is called Primary. It comprises Classes I to V and enrolls students of age-group 5 + to 9 +. Next is a three years Middle stage constituting Classes VI to VIII corresponding to age group 10 + to 12 +. The Secondary stage includes Classes IX and X and caters to 13 + to 14 + age group. It is followed by the Intermediate stage of Classes XI and XII. The average age of students in this stage is 15 + and 16 +. Classes XI and XII are considered as part of college education. The duration of the Degree stage is two years stretching over Classes XIII and XIV corresponding to age-group 17 + and 18 +. It is the First Degree stage and a Bacca Laureate degree is awarded in Arts or Science to students who successfully complete its

requirements. Duration of post-secondary education varies in technical and professional fields. Figure I depicts the structure of the education system.

Very recently, an experiment in the nature of multi-structures at the primary level has been introduced. Primary education, comprising grades I-V has been split into the foundation cycle of I-III to be followed by the elementary cycle of IV-V. The main thrust at the foundation cycle will be functional literacy and numeracy and a discipline based content will only be introduced in grades IV and V. The new curriculum is being drafted and it is hoped that the new curricula will not suffer from excessive concept density as is the case presently and that in terms of expectations from the child it will be realistic rather then over-ambitious.

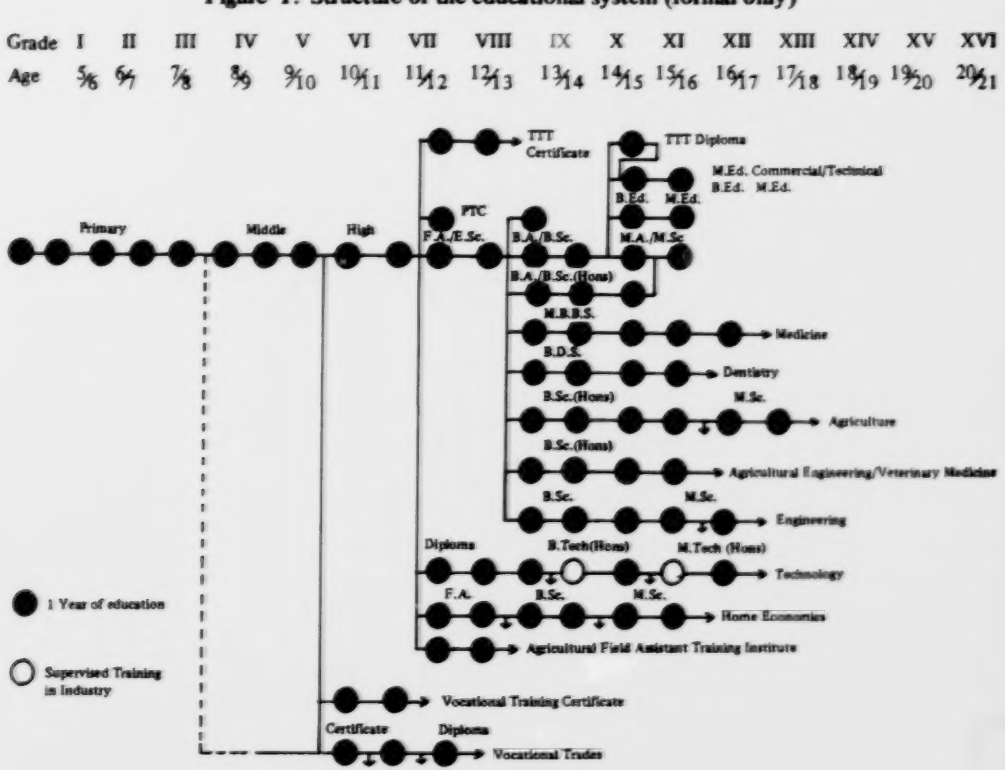
Practically all schools are single sex schools. In the rural areas, single teacher schools especially on the female side are quite common. Schools in the urban setting are invariably over-crowded. The academic year starts from 1 April. The schools work for 32-34 hours a week. The common pattern is eight periods a day of 40 minutes duration each.

Non-formal education

It is now commonly accepted that a review focused only on a country's formal schooling system provides a partial picture of its system of human resource development. However, a thorough analysis of non-formal education is seriously handicapped by a lack of data and inadequate theoretical structures for handling what data is even available. Clearly, therefore, the analysis which follows is based on informal observations.

It is difficult to make a complete inventory of all the non-formal education programmes conducted by the public and private agencies within Pakistan. Similarly it is even more difficult to make reliable estimates related to the capital or recurrent expenditures incurred. However, in the aggregate, near the same number of people are exposed to non-formal education as are to the formal system. Current estimated literacy in the country is about 26.2 per cent. While the rate of illiteracy varies in different parts of the country, it is extraordinarily high amongst rural women and in any case higher than 90 per cent.

Figure 1. Structure of the educational system (formal only)



To eradicate illiteracy the Government plans to undertake a massive programme through the Literacy and Mass Education Commission at the Federal level and Councils at the provincial levels. A 10-year National Literacy Programme (1983-1993) has been designed to make 40 million illiterate adults literate at an estimated cost of Rs. 2000.00 million. Successful completion of the Programme would raise the literacy level to 70 per cent. In addition to the use of traditional approaches it is planning to make extensive use of new educational technology made available in the shape of the mass media.

Administration

Demarcation of functions. The Federal Ministry of Education which has now assumed greater responsibility in the field of education, has expanded in size and stature. It is headed by the Minister and the executive authority is vested in the Secretary who ensures implementation of policies in close collaboration with the Provincial Education Departments. The Ministry has five wings entrusted with specialized jobs.

The job of administration and management of the educational institutions both at the school and college level is the sole responsibility of the provincial education departments. Each province has a Minister who is assisted by the Provincial Education Secretary. The main function of the provincial education departments includes effective control, supervision over the working of the educational institutions and translating the policies of the Federal Ministry into practice with the help of Directors of Education at the Provincial/ Divisional levels as well as District/Assistant Education Officers at the District and Tehsil levels.

The Education Ministry does not work in isolation in evolving the overall Education Policy of the country and relating it to national development needs. An effective liaison is maintained with the other relevant ministries particularly with the Ministry of Finance and Planning Division so that educational plans may be suitably incorporated into the overall perspective of national planning and development as reflected in 5-year plans. Similary, collaboration is maintained with the Economic Affairs Division which negotiates technical assistance with different countries, international organizations

in the field of education under bi-lateral and multi-lateral cultural co-operation programmes.

At the national level there is a planning wing of the Ministry of Education which draws up projects which are to be launched in the Federal area or are common between all the provinces. The provincial education departments have planning sections which actually spell out projects/programmes in line with the parameters delineated in the national policy and reflected in the annual development programme. All approvals to incur expenditure are sought at this level. At the District level there is an Assistant Education Officer who is specifically responsible for planning. He collects all the relevant facts and figures required in connection with the opening of new schools or their up-gradation. He is the lynch-pin of the process of planning.

Administrative organization. Problems of planning and implementation are dealt with by the Planning Wing. Issues related to pedagogy, content and pupil evaluation as well as development of text books, instructional materials and teachers guides are looked into by the Curriculum Wing. Experimentation and innovation in the sub-sector of primary is attended to by the Primary and Non-Formal Education Wing. However, generally the issues decided at the Federal level mostly pertain to policy.

At the provincial level the drawing up of the projects and obtaining financial approval is the responsibility of the section looking after planning in the Provincial Education Department. The implementation of those approved projects is then the job of Director of Schools who attends to them with the help of Divisional Director, District and Tehsil Education Officers. However, at all the tiers the representatives of the Local Government are attached through the mechanism of education committees. These committees decide locations and supervise as and when construction is taking place. The professional supervision and control of schools is with the officers of the Director of Schools.

These committees are now increasingly being involved more and more with the working of the education departments. In certain provinces they are now responsible for carrying out repairs and maintenance of the school plants. The success achieved as a result of this venture has made the higher authorities of that province think to place the funds for the construction of school building with them on

the condition that matching funds in a certain proportion will be generated by them and added to the sum handed over.

Very recently they have tried on an experimental basis the concept of micro-planning at the grass-roots level in one of the districts of NWFP with funds and technical assistance from UNICEF. For the first time a whole community was involved in a planning exercise. Facts and figures were collected in respect of each home in each village, priorities were arrived at and based on the knowledge of likely available resources an actual action plan was designed, discussed and finalized. The enthusiasm generated within the communities and offers of voluntary contributions were eye-opening in many respects. It is was an ideal study of what possibly can be achieved by securing mobilization of a community.

Curriculum

At the Federal level there exists a Curriculum and Textbooks Wing. Curriculum Bureaux and Textbook Boards exist as separate institutions within the provinces. Their activities are co-ordinated by the Federal Wing. The existing curricula for Classes I to V were revised and introduced progressively from 1974. The curricula in various disciplines were drafted by National Committees containing a majority of subject experts from the Universities and are highly content oriented. There are many complaints that the concept density is far too high and that some of the concepts are at variance with the stage of development of school children.

The medium of instruction at the primary level is Urdu – the national language which incidentally is not the mother-tongue of a great majority of children. Higher education is conducted in English. The courses offered are generally the same throughout Pakistan. Diversification of courses takes place after Class VIII (age 13 +). Three streams of arts, science and vocational are available.

Textbooks are produced by the Provincial Textbook Boards. The syllabuses are common to all the provinces and to that extent the curriculum is centralized. However, the provinces are free to interpret the outline of a course in view of the conditions which may be existing in that province. These Textbook Boards develop books up to grade XII.

The primary school curriculum covers seven subjects in a 6 day, 26 – hour school week; language (8 hours); mathematics, science and Islamic studies (4 hours each); social studies, health and physical education, and art (2-3 hours each). The curriculum does not sufficiently emphasize basic language and numeracy skills, which account for less than half the total time. The time devoted to health, physical education and arts roughly equals the time allocated to language. In practice, science and art and some portions of arithmetic are neglected or eliminated because materials are in short supply and teachers are unable to teach the subject. There are many official or unofficial holidays, and the number of actual school days per year ranges between 120-130 compared to 150-180 days in other developing nations. Additionally schools are often closed during bad weather.

Examinations

Examinations are held annually and are used to promote the students to higher classes or to retain them in the same class. In the primary classes, examinations are conducted by the schools concerned. However, at the end of the fifth year of the primary stage a public examination is held by the Education Department for the award of merit scholarship. Only outstanding students compete. Similarly the examinations in middle schools are held by the concerned schools but there is a public examination at the end of grade VIII by the Education Department for the award of scholarships.

The system of examination has remained under criticism for a long time. It is subjective, it is in many ways inappropriate on any criterion of validity, and is inefficient. The examination system is felt to be creating a lot of stress for children. The existing Education Policy emphasizes complete overhauling of the system. Already, the policy proposes the abolition of annual examinations and their substitution by a system of continuous evaluation. However, the teachers, because of lack of the knowledge, still cling to the old methods. The examinations are entirely memory-based and act as a constraint in the adoption of pedagogical practices aiming at inculcating creativity in learners.

Instructional model

The instructional model followed inside the classes is traditional and archaic. There is great emphasis on the use of the textbook as the sole medium with a lot of drill as the only method of teaching. The teacher believes that teaching is learning and that he is the sole dispenser of knowledge. Inside the classroom the verbal interaction is unidirectional. The emphasis is on the acquisition of factual knowledge and the instructional objectives relate to pupil's mental operations of lower order. The teacher patterns his mode of operation after the image of a deliverer of learning rather than that of a manager of learning.

The existing educational model has been criticised as rigidly structured. It does not permit the movement of students horizontally and vertically between various programmes or levels of institution. Individuals once admitted to a programme are either compelled to stay in it or drop-out. They cannot be accepted in another programme if they have not joined, it from the very beginning, due to the inflexibility of the system. An educational model which does not provide for mobility to provide for varying aptitudes and interests can hardly be inspiring or motivating.

The teachers training programmes have remained unresponsive and ill-adapted to the changing needs of the profession. They have been designed and implemented on the model all too often of "do as I say" and not "do as I do". Thus they are excessisively theory-oriented and fail to equip a teacher with the competencies which are required to do a good job. The level of motivation of teachers has always been low. Duration of pre-service training and even the level of general education of teachers is extremely inadequate. The professional level acquired by teachers leaves much to be desired.

Teaching has not been viewed as a living and dynamic activity going on between human beings with the purpose of working for personal and social welfare and for the improvement of the environment. A visit to a school brings one face to face with a situation where one discovers how children are busy learning how not to learn. There is little wonder if one draws the conclusion that the whole exercise is partial, carried out ineffectively and inefficiently.

Community support.

Community support for primary schools is usually in the form of free donation of land for the construction of school or construction of a boundry wall where there is none. At just few places the community has provided electric fans for schools. Participation of the community is minimal, although as villages are becoming more affluent, the distance between the school and the community is decreasing.

One obvious responsibility which can be given to the local community, is that of the erection and upkeep of the school building itself. School buildings should fit in with local building habits and need not be expensive structures. They can easily be made with local materials and still be neat, clean, and kept in good repair. Colour can be introduced into the classrooms, and flowers and a garden provided. These things do not cost much money but do require local interest and co-operative effort. To accomplish this teachers, pupils and the local community should work together. The departments can help by having plans prepared, adapted to the different building materials which might be used and to climatic conditions, and made available with simple directions on how to go about the job.

In urban areas where enrolment is large and land costly, the problem is different. Here it may well be necessary to erect two or three storeyed buildings, and skilled direction and construction will be necessary. Teachers and the local community can still play a helpful role, however, by providing manual labour to work in groups under skilled direction for such things as concrete mixing or even bricklaying.

If Government provides the buildings, cost will be prohibitive and expansion will be slowed down. It is now being realised that there are certain areas which are extemely poor and because of this also apathetic. In order to ensure equality of opportunity, it will be necessary for Government to supplement the resources of such communities and perhaps also take the initiative. Communities can in the same way be given the responsibility for providing housing for the teachers. In the case of women teachers, who should be more generally used at the primary stage, this should be a strict rule.

What has been said regarding the provision of a school building, it is now felt, should apply equally to school furniture and as far as possible to teaching materials as well. For most areas the construction of simple desks, tables, and chairs should present little difficulty. Teaching materials can also be made out of material available locally. Even simple scientific experiments can be carried out with scrap materials available in every village. The departments can here again give a definite lead to the teachers and headmasters by preparing and distributing simple designs for school furniture and making suggestions on the construction of teaching materials.

However, till recently there was no political institution at the village level which could be entrusted with the above mentioned tasks. Fortunately Local Council institutions have begun to operate now and the elected representatives of people can be delegated all these responsibilities. From the little that has been attempted so far, the results are encouraging. There is enough hope now that the communities will rise to the occasion and do their share to the best of their resources and abilities. It is a positive development which has taken place over the last few years. It is hoped that the momentum generated now shall be at least upheld if not accelerated further.

Student population projections

Table 1 gives population projections for the primary age-group of 5-9 years computed for the period 1981 to 1988. These projections have been calculated using the bench-mark for the year 1981 as indicated in Census Bulletin 7 issued by Population Census Organization, Government of Pakistan, Islamabad and taking a net growth rate over the period equal to 2.7 per cent per annum with sex ratio of 108 as male to female. This figure indicating net growth rate is obtained through regression analysis taking trends affecting population into account. It is, however, felt that the growth rate is bound to decline with more and better education; more and better health services; greater awareness as to the imperative of family planning; and success in improving the quality of life for the poorer sections of the population.

The figures as indicated in Table 1 are, therefore, on the high side. Otherwise the stipulated growth rate is a fairly realistic assessment of the future population figures. The figure depicting sex-ratio

Table 1. Primary school age population of Pakistan (1981-1982)

(In thousands)

Age/ Year	*1981*			*1982*		*1983*		*1984*		*1985*		*1986*		*1987*		*1988*	
	T	*B*	*G*	*B*	*G*	*B*	*G*	*B*	*G*	*B*	*G*	*B*	*G*	*B*	*G*	*B*	*G*
5 +	2,787	1,447	1,340	1,487	1,377	1,528	1,415	1,570	1,554	1,614	1,449	1,659	1,535	1,705	1,578	1,752	1,621
6 +	2,711	1,408	1,303	1,447	1,339	1,487	1,376	1,528	1,515	1,570	1,453	1,613	1,494	1,658	1,535	1,704	1,578
7 +	2,638	1,370	1,268	1,408	1,303	1,447	1,339	1,487	1,376	1,528	1,414	1,570	1,453	1,613	1,493	1,658	1,535
8 +	2,557	1,334	1,223	1,370	1,268	1,408	1,303	1,447	1,339	1,486	1,376	1,527	1,414	1,570	1,453	1,613	1,493
9 +	2,497	1,296	1,201	1,343	1,223	1,369	1,268	1,407	1,303	1,446	1,339	1,486	1,376	1,527	1,414	1,569	1,453
5 + to 9 +	13,190	6,855	6,335	7,055	6,510	7,239	6,701	7,439	7,087	7,644	7,031	7,855	7,272	8,073	7,473	8,296	7,680
Total		13,199		13,565		13,940		14,526		14,675		15,127		15,546		15,976	
10	2,429	1,261	1,168	1,296	1,200	1,343	1,222	1,369	1,267	1,407	1,302	1,446	1,338	1,486	1,375	1,527	1,413

1. Net growth rate over the period = 2.78 per cent per annum
2. Sex Ratio = Male/Female = 108 per cent

is skewed in favour of males because, during census, rural people hesitate to provide correct information about their females. However, an attempt has been made to reflect as reliable a data as possible in the circumstances through the application of a correcting factor. For a variety of reasons such as the level of training of those who collect data and the enrolment of large numbers of average an underage children in primary schools, correct estimation of enrolment figures is frequently a problem.

Existing enrolment ratios

The parents, as they are illiterate, keep no record of the dates of birth of their children and the information which they supply to the school system is just guess work. Thus every primary grade has many overage children. The exact determination as to the real size of this group is very difficult. The basic information required in this connection is not available. As noted the tendency on the part of parents in socio-economically advanced places is to secure admission of their children rather early around age 5, while in the case of many areas in Pakistan a child is allowed to grow older by a year or more before being taken to school. Thus the exact ratio of over-age children in a grade sample is bound to vary from one place to another. However, as a fair estimate it is considered to be 15 per cent.

Another serious difficulty which ought to be considered at this stage is that the various enrolment figures available for the system are those which relate only to government institutions. Enrolment figures in the case of schools in the private sector and especially those related to unrecognized schools are neglected. However, the phenomenon of private educational institutions is almost entirely confined to cities at the moment and has only just started to spread out to affluent rural areas. Therefore, the number of children affected can reasonably be taken to be 5 per cent of the enrolment in government schools. The redeeming feature of enrolment in private schools is that it is free of overage children. In fact, it may have a very small percentage of under-age children.

In spite of these difficulties and constraints, steps have been taken to generate correct statistics through training of data collectors and careful scrutiny of available data. Taking all these factors into

consideration, the enrolment ratio for 1981 has been worked out as under:

(Figures in thousands)

		Boys	*Girls*	*Total*
1.	Enrolment in Primary during 1981 in Government School.	4,400	2,051	6,451
2.	Enrolment due to overage Children @ 15 per cent.	660	308	968
3.	Enrolment of Children of age-group 5 to 9 years.	3,740	1,743	5,483
4.	Enrolment of Children of age-group 5 to 9 years in private school @ 5 per cent.	220	103	323
5.	Total enrolment.	3,960	1,846	5,806
6.	Total population 5-9 years.	6,864	6,335	13,199
7.	Enrolment ratio.	57.69%	29.14%	43.99%
	Say	58%	29%	44%

Table 2 gives the total picture of 5 + to 9 + children in government primary schools.

Table 2. Number of students at primary stage by grades I-V (1977-1978 to 1983-1984)

	Grade					
	I	*II*	*III*	*IV*	*V*	*Total*
1977-78	1,634,876	1,017,933	873,532	792,998	696,140	5,015,479
1978-79	1,733,460	1,060,203	886,377	781,927	669,393	5,131,360
1979-80	1,783,066	1,091,153	889,467	761,455	677,951	5,203,092
1980-81	1,886,192	1,153,376	943,639	798,916	691,455	5,473,578
1981-82	1,987,700	1,219,055	989,264	837,565	705,906	5,741,490
1982-83*	2,142,379	1,311,886	1,064,710	900,956	759,451	6,179,382
1983-84**	2,233,040	1,361,267	1,104,788	934,870	788,035	6,422,000

* = Partially estimated

** = Revised Estimates

Thus the overall participation rate was 44 per cent in 1981; for girls it was 29 per cent which was exactly half of the 58 per cent for boys. Comparing it with 1947 the time of independence, we find that the total was then 17 per cent, with boys and girls participation rates as 30 per cent and 5 per cent respectively.

Progress. The situation of enrolment at the primary level has been as under:

(Enrolment in thousands)

Year	Enrolment			Annual Growth		Participation Ratio	
	B	G	T	B	G	B	G
1969-70	2,880	1,030	3,910	–	–	57%	20%
1974-75	3,550	1,430	4,980	4.3%	6.2%	62%	25%
1979-80	4,360	1,810	6,170	4.2%	5.1%	69%	29%
1981-82	4,807	2,050	6,857	5.0%	6.3%	72%	34%

The expansion in enrolment ratio has been fairly steady and more so in the case of girls compared with boys.

Distribution. The enrolment ratio in the case of boys and girls at the primary level is as indicated above respectively 72 per cent and 34 per cent. Thus there is an enormous gap between the two. This also speaks of the distribution of school facilities which are almost in the ratio of 2 : 1 in favour of boys.

Enrolment ratios in respect of rural and urban areas cannot be given for lack of appropriate figures. However, there is no denying the fact the imbalances are there and are quite acute with rural girls as the most disadvantaged group. The regional situation is shown on page 35.

It will be seen from the table that expansion has been consistent and fairly rapid too. It is expected that this tempo will be maintained throughout the 6th Five Year Plan. However, in the coming ten years when we reach the saturation stage, the tempo of expansion will slow down considerably. Another cause of the slow down of the rate of increase in enrolment may be the reduced birth

1982-1983

Enrolment Ratio

Province	*Boys*	*Girls*	*Total*
Punjab	82.0%	33.4%	54.2%
Sind	78.5%	28.7%	51.9%
N.W.F.P	67.5%	15.9%	34.8%
Baluchistan	50.2%	8.6%	28.4%

rate. Thereafter the progress should be easier. As the pressure of expansion diminishes, it will be possible to pay full attention to qualitative regeneration.

To problems concerning progress – the enrolment of girls and children from the disadvantaged sections – deserve special consideration. The number of primary schools for boys compared with those for girls and the overcrowding in boys' schools rather than in girls' schools clearly indicates that the enrolments of girls is much lower than boys. The number of girls enrolled for every 100 boys is about 40. Thus the real problem of progress is the enrolment of girls. Probably this cannot be overcome except by mobilizing public opinion against the traditional prejudice in relation to girls' education. Other factors which can mitigate the situation to a certain extent are the appointment of women teachers from within the communities and popularizing mixed primary schools.

Another important difficulty appears to be the social cost of education. Providing free books, writing materials and uniforms appears to be the obvious solution. In certain cases even the provision of free lunches to the children could be a necessity.

Any systematic survey can show the state of unevenness of the development of primary education which varies considerably from area to area. The magnitude of the unfinished task, therefore, is very unequally distributed between the various areas. The capacity of the different parts of the country to support a programme of universal primary education are also unequal. What is worse, it is the poorer areas that often have the heaviest load of the unifished task to bear.

Under these circumstances the equalization of educational opportunities assumes great significance.

A process of equalizing opportunity in primary education has to be attempted at different tiers. When the family is responsible for the primary education of children, inequality develops between children from the rich and those from the poor families. These can be equalized at the local government level. That should be the legitimate concern of the institutions at the grass-roots level. It should be the responsibility of the District Primary Education Authority – to equalize opportunity between different villages and towns within their areas. But the economic capacities of districts and their load of the task to be completed are very uneven. It is, therefore, the responsibility of a provincial government to strive to equalize opportunities as between districts through the mechanism of grant-in-aid. Finally, similar inequalities appear at the provincial level in the development of primary education achieved, in the magnitude of the unfinished task and in the economic capacity of the provinces to support a programme of UPE. It is the responsibility of the Government to strive to equalize opportunities at the provincial level.

Expansion of facilities at the primary stage and the universal enrolment of children and their retention in school till the end of grade V is only one aspect of UPE. The most crucial aspect is qualitative improvement so that the instruction imparted becomes good education and helps children to grow intellectually and contribute by enhancing the real effectiveness of UPE. Another equally significant dimension pertains to the introduction of work experience as an integral part of primary education. Besides this, the teaching of science and mathematics has to be revitalized and modern methods of pedagogy have to be adopted.

Non-enrolments

The causes for the problem are varied and many. Actually this fact is another manifestation of the state of under-development. Apparently the country is caught up in a syndrome of poverty, tradition, low productivity, inertia and backwardness. There are in-school factors as well as out-of-school elements responsible for it such as:

a) unattractive school plants with overcrowded classes with very few facilities for play;

b) harsh and unsympathetic pupil teacher milieu based on exaggerated expectation of pupils' performance on the part of teachers;

c) extra emphasis on rote-memorization, chanting and drill;

d) incompatibility between the classroom methodology and the stage of cognitive development of children;

e) emphasis on autocratic teaching rather than providing for democratic learning;

f) content being extra bookish rather than functional possessing little relevance to the actual life;

g) extra rigid school rules and regulation demanding utmost conformity;

h) a sizeable segment of society existing below the poverty line for whom it is really difficult to meet the social costs of the education of their children over and above their opportunity costs;

i) traditional apathy towards girl's education;

j) low status of teachers and the state of their poor emoluments;

k) teachers possessing very inadequate general education as well as very meagre professional training;

l) extreme under-nourishment of children; and

m) very little support from home and the existence of a state of apathy towards education in the home environment.

Education is a system embedded in a supra-system and a lot of interaction takes place between the two. In this dialectical relationship between the two the supra-system enjoys primacy. Thus the system is not going to adopt itself unless an appropriate restructuring of the supra-system takes effect and very substantial portion of the economy needs the educational input. Pending such a transformation the factors found helpful in decreasing non-enrolment are:

a) involvement of the local community and bridging the gap which exists between the school and the society;

b) mobilising a mass campaign ushering parents to send their children to school;

c) opening schools in mosques and at places nearer homes;

d) recruiting teachers/assistant teachers from within the community even though they be less qualified; and

e) making some arrangement for a mid-day meal within the school.

Of late, the Government has become more serious about the issue of non-enrolments and is contemplating a number of practical measures with a view to ensuring access to school of each and every child of school-going age. Some of these measures are as follows:

a) the provision of school within easy distance from the home of a child. As a matter of policy all those settlements having a total population of 500 people i.e. 80 primary school age children, must be provided with a school even if it has to be arranged in mosques;

b) the enrolment of every child of the prescribed age into Class I of a school through propaganda, persuasion and even penal action, if necessary. A law making school attendance compulsory from grades I to III is at the moment being proposed at the Federal level and is expected to be made effective in the near future;

c) the retention of enrolled children in school till they reach the prescribed age or complete the prescribed course;

d) implementing a programme of qualitative improvement with a view to enhancing the holding power of the system; and

e) to design and follow a new educational calendar more suited to communities living in villages to synchronize with their cropping pattern.

The drop-out rate is fairly high and touches 60 per cent in the case of rural areas. The causes for such an excessive drop-out rate are complex and varied such as:

a) the existence of two levels – junior and senior at grade I and the practice of admitting children in schools of an age much below five. Neither the conditions prevailing in the school are attractive nor is the child prepared for such a drastic change from the home situation. There is hardly a child who does not feel unhappy with the new arrangement. Hence at the first available opportunity he escapes it;

b) the heterogeneity of the age composition of students where the older students bully younger ones acts as a deterrent force preventing the child from attending the school;

c) the practice of making fresh admissions throughout the year. A child admitted late suffers from the fear that he lags behind others;

d) overcrowding in classes makes it impossible for the teacher to pay individual attention and attend to their specific difficulties based on individual differences;

e) curricula are extra bookish (not functional) and they contain concepts too abstract for the age of the child;

f) inability on the part of teachers to use playway techniques which can assist in initiating the children pleasantly to school life;

g) poor teaching of reading making the whole process an exercise based on repetition and drill;

h) the language of the book being different from the mother-tongue of the child makes acquisition of reading skills a very difficult process;

i) inadequate pre-service training of teachers does not prepare the teachers to cope with the tasks which lie ahead.

Very few teachers really understand what a child is and how he can be helped in the realization of his potential; and

j) the existence of a wrong system of examination in which all the responsibility is placed on the shoulders of a child.

Having enrolled every child in school, it is essential to see that they progress from year to year and that they do not leave the school till they complete the prescribed class. In the New Education Policy of 1972 it was specifically stressed that the system of annual examinations should be replaced by a process of continuous evaluation throughout the year and that promotion from one grade to the next should be automatic. However, for reasons of resistance from the teachers neither of these features could be made effective. As much as 10 per cent of children have to repeat grades and this is another factor which promotes dropping out.

To overcome the great menace of wastage the Government has suggested the following measures:

a) abolition of examinations and their substitution by a process of continuous evaluation throughout the year. There remain however, some difficulties in the introduction of the measure;

b) the introduction of a K.G. Class as a distinct entity in place of grade I junior with a separate teacher to be responsible for it;

c) the adoption of play-way techniques in Class I/K.G.;

d) recruitment of female teachers into primary schools for boys since the treatment of female teachers probably is not as harsh as is the usual practice with male teachers; and

e) an intensive pre-service training of the existing teachers with a view to reorientating them so as to improve pupil-teacher relationship.

Teacher intake capacity

There are 86 teacher training institutions to provide pre-service training to teachers. As many as 66 per cent of these are for the pre-

paration of male teachers. Students who have passed matriculation in at least second division can apply for admission to the pre-service course. Due attention is paid to the place of origin of the candidate to ensure equitable distribution between the various communities. In fact depending upon the population, different localities have been allotted quotas of seats which are never exceeded. Till recently the number of applicants used to be much larger than the number of seats available with these institutions. However, trends now amongst the males of one province are reversed. Many seats in the male institutions of that province are not filled up and they are functioning much below their capacity.

The intake capacity of these institutions is of the order of 13,000 students. It is slightly more than the normal annual requirement at the present growth-rate. However targets related to universalization of primary education as enunciated in the 6th Five Year Plan document would accelerate the growth-rate at least by a factor of three and a crash programme will have to be introduced to make trained recruits available in desired numbers. Another strategy that is deemed appropriate is to recruit untrained teachers, let them work for some time and gain enough experience and then to send them to institutions of professional training. Alternatively one might use the modality of distance learning to equip them with the necessary professional skills and employ the Allama Iqbal Open University for this purpose.

Pre-service training. The general education of a primary school teacher is mandated to be at least matriculation (10 years schooling). Roughly about 5 per cent of the existing teaching force does not come up to this level. However, most of these teachers at the moment are educationally qualified and do possess the required professional training. In one province there are untrained but matriculate teachers and their estimated proportion is around 4 per cent. In another province there are nearly 10 per cent untrained and non-matriculated teachers. The pre-service training for primary school teachers is just one year. However, both the general education as well as the professional training may be considered as low in level. An important element of the educational crisis pertains to this inadequate teacher resource development. It is an important factor responsible for the low motivation profile of the teaching force.

A sound programme of professional education of teachers is essential for the qualitative improvement of education. Investment in teacher education can yield very rich dividends because the financial resources required are small when measured against the resulting improvements in the education of millions. In the absence of other influences, a teacher tries to teach in the way in which he himself was taught and thus tends to perpetuate the traditional method of teaching. In a situation like the present when new and dynamic methods of instruction are needed, such an attitude becomes an obstacle to progress. It can be modified only by effective professional education which will initiate the teachers to the needed revolution in teaching and lay the foundations for their professional growth. First-rate teacher-training institutions are thus essential if teachers are to play a crucial role in the regenerative development of education.

Unfortunately, the professional education of teachers remains neglected, in spite of the fact that its significance has often been highlighted in seminars, educational conferences and commissions. By and large, training institutions for primary teachers have remained isolated from the mainstream of academic life of the university, as well as from the daily problems of the schools. The quality of these institutions needs much improvement. Competent staff are not attracted, whilst vitality and reality is lacking in the curriculum and the programmes of work, which continue, to be largely traditional. Set patterns and rigid techniques are followed in practice teaching with a disregard for research and the latest techniques of teaching.

It is now very consciously felt at all levels that a comprehensive programme of improvements is urgently needed in teacher education. It is encouraging to note that to ameliorate the situation and to attract competent staff the status of primary teacher training institutions has been upgraded to that of Intermediate Colleges. All 86 institutions are being restructured under a phased programme and more than 75 per cent of the task stands completed now. Regarding the general management of these institutions efforts are being made to break their isolation. These upgraded training institutions are now required to guide neighbourhood schools and their staff in planning their lessons and in using improved methods of teaching. Their functions as an education extension wing is a new responsibility that has

much meaning for the institutions as well as for the schools. What is now needed is a continued improvement in the quality of the programme and its expansion.

One other way in which training institutions could keep in active touch with schools would be through their old students. Institutions of teacher education should have effective associations with the capability of periodically bringing old students from far and near to discuss problems of common interest with the college staff. These discussions would cover achievements of individual teachers and difficulties experienced in implementing the programmes envisaged while under training. Such an interaction would benefit the institutions as well as the past students now working as teachers and would provide opportunities for a follow-up of the design of work planned in outline during the training period. Such a close link between old students and present practioners and the staff has immense potentialities for making teacher education dynamic and progressive.

Yet another method of breaking this isolation under the active consideration of the Ministry is to make student teaching a comprehensive internship in which trainees are able to observe the entire work of the school and to participate actively in all the important professional activities of a teacher, both in and out of the class-room. Such comprehensive and fruitful internship will be possible only when there is a systematic collaboration and co-operation between the schools and the training institutions and when student teaching is regarded as a joint responsibility of the colleges and the school. Collaboration between schools and training institutions could advantageously be extended beyond the internship programme. Selected teachers from laboratory schools could join the training institutions' staff, on deputation, and participate, not only in the general programmes of these institutions but also in evolving new plans of work and methods of teaching. The training institutions' staff itself could find a fruitful field of research opened up to them through their collaboration with schools. The staff would benefit considerably if they could do some continuous teaching in the laboratory school. A combination of training college staff trying out their principles of teaching, and school teachers drawing out generalizations from their practical experience, would be of great benefit to student-teachers and would assist in continuous improvements in teaching techniques.

An alternate curriculum has been designed for the pre-service training of the primary school teachers under a World Bank IDA funded project called the 3rd Education Project. A good deal of the inappropriate material from the existing curriculum has been eliminated and replaced by what is more directly related to the professional needs of student teachers. More co-ordination and integration has been brought between the different subjects of the course and the entire exercise has been rooted in Pakistani conditions. This curriculum is under implementation on an experimental basis in sample institutions. Its further modification/adoption is the subject of an evaluation programme under initiation.

Types of teachers. A close look at the different types of teacher in our primary schools reveals three groups. The vast majority of them think that children are small adults possessing clean cognitive slates and that anything can be written on these slates. They perceive that a child is capable of indulging in formal logic and comprehending any abstract concept. They make extensive use of the stick to goad the child to give correct responses to the questions being put to them.

Then there is a minority who think that to adapt instruction in the class-room to children's interests needs and backgrounds is a failure to protect our society's best interest. To such teachers learning means acquiring skills in the 3Rs. To them all children develop at the same rate and they need the same learning materials. The classwork is graded and children move from grade to grade. Each grade has basic skills to be acquired before going on to the next grade. They think that the same course must be given to all children in a class in order to establish a uniform standard. They feel that to know a lot of facts is education.

The third group of teachers thinks that they know all that is good for children. They think that they are the sole decision-makers inside a class. The children are there to gauge as to what their teachers expect of them and to sincerely try to rise up to their expectations. Any failure on the part of children is interpreted as lack of seriousness on their part. Had they been serious enough to put in the needed hard work then they would have succeeded too.

Desired changes

Two good questions under active discussion pertain to the qualification in respect of general education of those who are recruited as primary teachers and the duration of their pre-service training course. The general consensus is that ten years of schooling in general education is too limited an experience for the kind of work and the nature of responsibility a primary school teacher is expected to shoulder. A schooling of that duration might have been thought sufficient under the old dispenser-receiver or the active-passive instructional model. This model gave rise to the beliefs that teaching is not difficult and that anybody who knows can teach. However, under the changed instructional model of facilitator-learner (i.e. active – active model) it is insufficient. The minimum duration of general education which is now being generally advised is 14 years. Similarly a minimum of two years pre-service training is suggested. Those who oppose the move do so not out of professional considerations but because of financial costs.

Those who propose 14 years of schooling in general education for a primary school teacher do so for considerations of the level of mastery in subject-knowledge found in the primary curricula. An alternate way to link the study of subjects with professional preparation is to provide concurrent and integrated courses in general and professional education. Courses on this pattern have already been introduced in one university.

The third dimension in teacher education pertains to the instructional model as current within these training institutions. It is almost a truism that methods of teaching and evaluation in training institutions are extremely important and the attitudes of the student-teacher will be influenced more by the methods used with them than by what they are formally taught about the methods they should use in schools. Unfortunately, there is little realization of this and the methods of teaching and evaluation used in the training institutions continue to be largely traditional. It is this aspect of teacher training which is under deliberation. The training institutions remain institutions demonstrating stagnation and inertia. It will be a considerable challenge to revitalize them further. Education Departments propose to go about meeting such a challenge in a systematic and sustained manner.

Of all the different factors which affect the quality of education and its contribution to national development, the quality, competence and character of teachers are undoubtedly the most significant. Nothing is more important than securing a sufficient supply of high quality recruits to the teaching profession, providing them with the best possible professional preparation, and creating satisfactory conditions of work in which they can be fully effective. A programme of high priority in the proposed educational reconstruction, therefore, is to feed back a significant proportion of the talented men and women from schools and colleges into the educational system. For this purpose, it is necessary to make an intensive and continuous effort to raise the economic social and professional status of teachers in order to attract young men and women of ability to the profession and to retain them in it as dedicated, enthusiastic and contented workers. It is now realized, that this cannot be done entirely through appealing to higher motives such as love of children of teaching, interest in academic work or research, idealism, or desire for social service. There can be no doubt that the provision of adequate remuneration, opportunities for professional advancement, of favourable conditions of service and work, are the major strategies which will help to initiate and maintain this feedback. It is exactly this realization which has been kept in view at the time of revision in pay scales during 1983. Prior to revision the primary school teacher used to be placed in National Pay Scale No. 5 and used to stay there throughout his/her life. Now he enjoys Basic Scale No. 6 i.e. one step ahead, with 30 per cent of the cadre to be placed in Basic Scale No. 8. Thus some mobility has been incorporated into a situation which was previously without it.

Historically the supervisory sub-system has been structured in such a way that it allows no openings for primary school teachers. Primary and secondary education have been the prerogative of one and the same Directorate. Thus supervisors working in the primary school have been appointed from amongst the teachers of secondary schools. Very few of them ever has a first-hand experience of the problems specific to primary school teaching. Further, the practice has been the cause of denial of upward mobility to the primary school teachers. Recently this problem was attended to in the Primary Education Project where a new supervisory tier known as Learning Co-ordinator was created to strengthen the process of

supervision with a view to providing optimum professional support to the working teacher. A Learning Co-ordinator by requirement was to be a primary school teacher with at least 10 years experience of primary school teaching. A Learning Co-ordinator before revision used to be placed in National Pay Scale No. 8. It is hoped that they will now get Basic Scale No. 10. As a result of the revision of pay scales as well as creation of new job opportunities like Learning Co-ordinator, the primary school teachers are definitely more satisfied as a class now than they have ever been previously. They feel that they have been given a comparatively better deal this time in comparison with people of comparable qualifications employed elsewhere.

Unfortunately, promotional prospects for teachers are poor at almost all stages and it is this aspect, rather than the scales of pay as such, that often deter talented persons from joining the profession. Steps are being contemplated to ensure that good promotional prospects are provided at all stages of education, not only for improving qualifications, but for rewarding good teaching. The idea of one model school at least in each union council has been mooted to achieve this objective.

Better working conditions. The Ministry of Education now realizes that in creative work like teaching or research, the provision of stimulating conditions of work and adequate opportunities for professional advancement are extremely important and play a very significant role in attracting and retaining the right type of persons in the profession. The conditions of work in educational institutions should enable teachers to function at their highest level of efficiency. This implies the provision of certain minimum facilities in the classrooms, essential teaching aids, a library, and the maintenance of a manageable pupil-teacher ratio. It also implies a system which encourages initiative, experimentation and creativity and gives adequate freedom to teachers in the use of methods and techniques they consider appropriate. The hours of work should be similar to those of other public servants, account being taken not only of actual classroom teaching, but also of other work connected with it, such as study and preparation, correction of exercises, evaluation and organization of other co-curricular and extra-curricular activities. Adequate facilities need to be provided for professional growth.

The Ministry of Education has also been feeling that the problem of residential accommodation, especially for female teachers, is

of great importance. Difficulties often arise in the rural areas when no residential accommodation is available locally and the teacher is compelled to stay in another locality. This interferes with the efficiency of his work and prevents him from building up proper contacts with parents. The Ministry thought that these and such other problems would be eliminated if it were possible to provide reasonable residential accommodation for teachers in the locality itself. For this purpose female teachers' residences were constructed in the Primary Education Project. Their occupancy rate, however, is very low as female teachers do not feel secure while residing therein. The matter is being given fresh thought and a proposal to construct female teachers' hostels rather than residences is being seriously considered. It is felt that a hostel would provide that element of security which is, unfortunately, missing in separate residences. Another problem pertains to their transportation from the hostel to the school and back, a solution to which is now under debate.

Structural changes. Another point under consideration within the departments of education in the provinces is the increasing employment of women teachers. It is thought that, at the lower primary stage, they make good teachers and even positively effect the achievement of children. The impact of female teachers on children at primary level was a subject of research in 1984 in the Primary Education Project and the data gathered should confirm or reject the hypothesis. In many rural areas, the presence of a women teacher brings more girls to schools. It is precisely because of these considerations that an input of an Assistant Teacher – a lady less qualified as compared to a teacher but belonging to the community/ locality, was proposed in the Primary Education Project and apparently this intervention has been more successful than was anticipated.

The educational planners in Pakistan are becoming conscious of the fact that the efficiency of the teaching profession and its contribution to national development in general and educational improvement in particular, will depend largely on its social status and morale. This in its turn will depend upon two inter-related factors; economic status and their professional competence, character and sense of dedication. Throughout the world, it is presumed that the general experience has been that, as the material rewards of teachers are elevated it becomes possible to recruit into the profession in-

dividuals of a continually improving quality. With extended professional training, and in proportion to the degree to which the competence, integrity and dedication of teachers has increased, society has been increasingly willing to give greater recognition to their material and economic status. Similar development is visualized for Pakistan over the next quarter century.

For some years past the Ministry of Education has been operating a scheme of national awards for teachers. The principal object of the scheme has been to grant recognition to school teachers who have done outstanding work and help raise the status of the teaching profession. By and large the scheme has worked well. However, there is need to increase the number of awards and to ensure that they are awarded to primary school teachers in a proportion which is commensurate with their number.

Institutional changes. Another aspect considered mandatory now by the various Departments of Education concerns the continuous professional education of teachers. In all the professions there is a need to provide further training and special courses of study, on a continuing basis, after initial professional preparation. The need is most urgent in the teaching profession because of the rapid advance in all fields of knowledge and continuing evolution of pedagogical theory and practice. The programme is developed through a number of agencies. The first is the school itself which provides opportunities to the new teacher to learn from his experience and through consultation and discussion with experienced teachers in the school. The head and the senior teachers have a special role to play in providing guidance to the new teachers through planning his work and through organizing suitable activities such as staff study circles and discussion groups.

Another agency has been developed and planned in the Primary Education Project. It has one shape in one province and another in another province. It is called "Centre School" in the Punjab and the "District Resource Centre" in Sind. A Centre School is a cluster of six primary schools which are in close neighbourhood with one of the schools declared as the Centre School. This Centre School has been provided with a meeting room as well as furniture. The Centre School is the headquarter of the Learning Co-ordinator – an additional supervisory tier created to provide professional support to the

teacher. All the teachers from the cluster along with the Learning Co-ordinator meet at least once a month at the Centre School to carry out in-service training. The District Resource Centre is an even more elaborate arrangement. It is the headquarters of a supervisor with enough classroom accommodation to hold in-service courses.

A third important agency in this case is the network of Education Extension Centres spread over all the four provinces. In-service courses of two to three weeks duration are designed, conducted and evaluated. So far, the main thrust has been restricted to the upgrading of content, since it was discovered that with the revision of curricula, especially, in the subjects of mathematics and science, some concepts and skills have been introduced which are not within the mastery of a big proportion of the teachers. Also of course there is a shift of focus to-day in favour of progressive pedagogy and modern areas such as psychology of learning, classroom interaction, a problem solving approach and heuristic learning. A UNDP aided project known as "Strengthening Educational Institutions" was specifically initiated for the purpose of increasing the level of professionalism to be found in the Teaching Training Institutes.

Chapter Four

STATISTICAL TABLES

Since the Pakistan educational system is a vast enterprise, the numbers involved are large. However, data is often still collected, stored and processed manually. On the one hand the process consumes considerable time and on the other unless exceptional care is taken, there is the possibility of some data getting lost or spoiled. These are all the hazards which make data collection and compilation a difficult and unreliable task. These statistics therefore are presented after drawing due attention to the varying level of reliability.

Table 1. Estimated population in primary level age-group

Corresponding to primary education level in the national system.

(In millions)

Years	*Age-group population*	*Percentage growth rate*
Actual		
1970	10.680	
1980	11.614	08.7
Projected		
1990	13.895	19.6
1995	15.040	08.2

Table 2. Trends in primary education

R = Rural F = Female
U = Urban M = Male

Year	*No. of Primary Schools*	*No. of enrolled pupils in primary education (in millions)*		*No. of teachers in primary education*	
		F	1.04	F	27,200
1970	43,710	M	2.92	M	69,100
		T	3.96	T	96,300
		F	1.55	F	44,100
1975	56,237	M	3.69	M	86,200
		T	5.24	T	130,000
		F	1.96	F	48,600
1980	59,168	M	4.71	M	101,300
		T	6.67	T	149,900
1982		F	2.130	F	50,500
(or latest	63,066	M	4.994	M	117,600
year Es-		T	7.124	T	168,000
timated					

Table 3. Geographical (by regions/provinces) distribution of primary education facilities

Region/ Provinces	*Total population of primary education age – group (millions)*	*No. of Primary Schools*	*No. of pupils enrolled in primary school (millions)*	*Enrolment ratio per cent*
Punjab	7.28	38,466	3.84	49.5
Sind	3.17	12,292	1.46	45.9
Frontier	1.89	7,891	0.78	41.3
Baluchistan	0.81	2,700	0.17	21.00
F.A.T.A	N.A.	1,362	0.124	N.A.
F.A.N.A	N.A.	355	0.00	N.A.
Total	13.15	63,066	6.374	57.7

Table 4. Primary enrolment ratios

	Boys	*Girls*
	(Per cent)	
Combined	63	32
Rural	58	20
Urban	77	68

Table 5. Curriculum in primary schools

Number of working days for primary schools in a year – 190-120.

Subject/ Activity	*I*	*II*	*III*	*IV*	*V*
1st Language	12	12	6	6	6
2nd Language	–	–	6	6	6
Mathematics	6	6	6	6	6
Science	5	5	6	5	5
Social Studies	5	5	6	5	5
Health and Physical Education	5	5	4	4	4
Islamiat	6	6	6	6	6
Arts	5	5	4	3	3

(Each period is of 40 minutes)

Table 6. Number of primary schools, and teachers, (1978-1979 and 1983-1984)

Year	*Enrolment*	*Primary schools*	*Teachers*
1977-1978	6,015,479	53,964	134,370
1978-1979	5,151,360	53,882	136,876
1979-1980	5,213,092	57,220	140,949
1980-1981	5,473,578	59,168	150,004
1981-1982	5,741,490	61,117	159,062
1982-1983*	6,179,400	71,358	176,700
1983-1984**	6,412,000	72,053	206,000

* = Partially estimated
** = Revised estimates

Public expenditure. Public Expenditure on Primary Education (in national currency year 1982-1983)

		Rs (millions)
a.	Current expenditure (Non-development)	1,810.28
b.	Capital Expenditure (Development)	531.03
	Grand Total of A & B	2,341.31

Chapter Five

SYSTEM OF SUPERVISION

Existing pattern

Attached to the Director of Schools are the Divisional Directors who are mainly responsible for providing leadership and guidance. Their main functions are control and direction of what is happening inside schools. Next in hierarchy to the Division Director is the District and Tehsil Education Officers who along with their Assistants are responsible for supervision. Each Assistant of a Tehsil Education Officer is required to look after 80-200 schools. The concept of inspection is increasingly being replaced by that of supervision. However, all these officers have so many other matters to attend to that they are hardly able to devote any of their time to their professional function. As much as 95 per cent of their time is spent in administration or in giving interviews. Furthermore, the number of schools for supervision is so large that with no provision of conveyance, it becomes almost impossible to visit them regularly. There are schools which have hardly been visited once in five years. This incapacity on the part of supervisors to reach a school is the cause for much absenteeism of teachers in schools. This state of affairs gives rise to the phenomenon of dysfunctional schools.

Supervision is, in a sense, the backbone of educational improvement. Unfortunately, the programme of supervision of schools has largely broken down in most places for several reasons such as:

a) the large expansion in the number of institutions which has not been accompained by a corresponding increase in the number of inspecting officers;

b) the combination of administrative and supervisory functions in the same officer which affects supervision adversely. Administrative work, which has increased greatly in recent years is always given priority;

c) the use of supervisory officers, when they are members of some development team, for non-education work, leaving them very little time for their own responsibilities; and

d) lack of adequate competence in the inspecting staff.

One of the major programmes in the reform of school education is to overcome these difficulties and to create a new system of supervision.

Rethinking. At the moment, a lot of rethinking is taking place at all levels. The concensus which is emerging is that primary education needs to be visualized as a local-provincial partnership. The overall responsibility should rest squarely on the provincial departments of education. The local authorities should have a good deal of initiative and even the provincial governments ought to encourage them by adopting flexible policies. It is now realized that the provincial education departments which are the principal agencies to deal with education matters, therefore, should:

a) develop an intensive programme for school improvement which would include periodical revision and upgrading of textbooks, teachers' guides and other teaching/learning materials, and improvement in the methods of teaching and evaluation;

b) prescribe the standards to be maintained in consultation with the professional bodies and enforce them through the inspector;

c) be responsibe for supply of teachers, for fixing their remuneration, retirement benefits and conditions of work and service and for organizing teacher preparation – both in-service and pre-service – on proper lines and for establishing, conducting or aiding training institutions of high quality with adequate intake and outputs;

d) be solely responsible for inspecting and supervising schools which may be carried out through its officers specifically trained for the purpose; and

e) encourage, guide and assist the local authorities created for the administration of school education and help them

maintain quality institutions to serve as models and to provide a regular programme of extension services to schools in order to secure a continual improvement of quality.

The Education Department of N.W.F.P has been of the view that if these functions are to be properly implemented, some major changes are needed in the administrative set up of the provinces. Ever since independence the education departments in the provinces have expanded considerably in response to social demand. Unfortunately, there has not been any delegation of authority to the lower levels, and the district officers, in particular continue to be weak. In fact, no feature of the provincial educational administration is so conspicuous as the wide gap between the heavy responsibilities which are placed upon the district level officer of the department on the one hand and the inadequacy of his staff (both in number and quality) and of his authority on the other. With a view to overcoming this gap and modernizing the working of the Department of N.W.F.P entered a process of reorganization of the entire department. The enhancement of efficiency and effectiveness as demonstrated there has persuaded other provinces to follow suit. In fact the initial thinking for the desirability of establishing a District Education Authority has already started with the following objectives in view:

a) the District Education Officer should be given a status commensurate with the responsibilities of his office;

b) there should be adequate delegation of authority to the district level so that it can function as a Directorate in-so-far as primary schools are concerned with teachers attached to the district cadre; and

c) eliminating the three basic weaknesses of the inspectorial staff at the district level; inadequacy of numbers; poor quality of personnel and lack of specialization.

Taking the matter to its logical conclusion it is now felt that the chain in respect of delegation of authority should end with the district officer. There is a need that it should go further down to the level of head teacher who should be given wider powers and greater freedom. The government schools suffer from the lack of it. For

instance, the head-teachers are not consulted with regard to the transfer of staff from or to their school, they are not involved in the selection of their assistants, they lack authority to control assistants, and they have no authority to fill short-term vacancies. If schools are to improve, this situation has to be changed. It is now felt that the general principle should be to select the head-teacher carefully to train him properly, to trust him fully, to invest him with necessary authority and then to make him responsible for effecting improvement in his school.

Proposed measures.

The idea of a school complex in which a good modern primary school or middle school will be integrated with a limited number of primary schools in its vicinity is gaining recognition. This seems to be very realistic as it would break the isolation of the schools and help them to function in small, co-operative groups, and to make the delegation of authority from the Department really meaningful. A school complex can be very effectively used for the following functions:

a) as a unit for the introduction of innovations, experimentation and better methods of pedagogy;

b) as a unit where equipment can be shared within the complex. Such a step would help provide modern educational technology in a cost-effective manner;

c) as a unit to arrange in-service education of teachers, and the upgrading of the less qualified teachers in particular;

d) as a unit to which one or two supply teachers could be attached to act as relief teachers as and when a certain teacher proceeds on leave; and

e) to serve as a unit where trying out of new curricula and similar innovations can be effected.

Thought is also being given to the separation of administration from supervision with a view to rendering supervision more effective. Supervision concerns the development of personnel with a view to equiping them with capabilities making it possible for them to cope with the goals of the administration. It is supervisors who more than

anybody else are responsible for facilitating the needed change from outdated patterns of work to modern techniques.

There has never been a separate training programme for the supervisiors. The supervisors are mostly senior secondary teachers who have very little experience of teaching at the primary level. They are never specifically trained for the job. They are forced to learn from on-the-job training with the passage of time. Some courses of supervisors have been conducted by the Management Unit for Study and Training, Peshawar, but they are related more to the management aspect of their jobs rather than to enhance their professional competencies.

Chapter Six

COMMUNITY PARTICIPATION

Pakistan's population is predominately rural, poor and illiterate. Some 55 million people live in approximately 50,000 villages, where the median farm size is less than 10 acres and the income per household is about Rs. 100 or less per month. Of the nation's more than 70 million people, about 50 million are illiterate. This remains a major barrier to the country's scientific, social, political and economic progress. It also provides an index to the culturally barren existence of millions of individual citizens.

Most observers agree that primary education has been the most neglected sub-sector of education. Moreover, it is conceded that the existing educational system already provides adequate opportunities only for the upper income groups. The neglected areas of education are in the rural parts, with the economically disadvantaged, and the female portions of the population. Only 17 per cent of the female population is literate. In the following are the realizations that one has to take particular note of:

a) as the Government is striving hard to translate the concept of Islamic justice into reality, the welfare needs of the people are not only increasing but rapidly multiplying. Even a government with infinite resources cannot alone meet this situation for long;

b) so long as people remain passive recipients of welfare benefits and do not exercise their social responsibilities, the government resources tend to be overspent and underutilized;

c) an attempt to bring about improvement of education by arbitrarily underpinning a few factors without regard to community involvement may be an incorrect and wasteful strategy. The total dynamics of the school and the community and their interaction need to be carefully studied

to decide how and where the scarce resources can best be invested;

d) attempts at educational development in isolation, without regard to the development needs of other aspects of village life, are generally ineffective;

e) the development of sectors like agriculture, health and communication in a rural setting pre-supposes the attainment of certain level of knowledge and skills on the part of the people for which corresponding educational development is necessary;

f) education can become meaningful only when its contents are drawn directly from the learner's environment and when he can see a relationship of what he learns in school to what brings about development in the community. In fact, the involvement of students in various development activities can provide the factual learning experiences which the school can never create within its limited resources;

g) the students who witness and participate in development activities are attitudinally better poised towards the improvement of their communities compared with those who may have heard of development but have seldom seen it taking place;

h) the reforms initiated from local roots are likely to have far more promise than ones transplanted from outside;

i) a variety of resources are available within each community which can be profitably mobilized for education and other purposes;

j) people need to be organized at the local community level to be able to identify their needs and to commit themselves to solve their own problems;

k) the colonial notion of development planning, initiated and monitored by the rulers, needs to be replaced by one initiated and monitored by the people themselves;

l) plans are best when formulated in participation with professional staff with lay citizens and community members of different classes and sexes; and

m) a meaningful in-service education becomes available to teachers, administrators, planners and managers when they have first hand appreciation of the problems, needs, and resources of the community, to undergo experiences of determining alternative solutions, and formulate plans in collaboration with community members.

Community participation is a very new concept for Pakistan. Until very recently there was no institution at the grass-roots level which could promote community participation. However, now the community participation has been assured through representatives of local councils for such matters as selection of location for a new primary school and in carrying out minor repairs of the school building. In fact education committees are being formed at the level of wards/union councils. Mobilization of community resources for education in progressive villages is a new trend now more visible than it has ever been in the past.

Chapter Seven

NATIONAL POLICY AND PROPOSALS

Approach

The critical role of primary education in the development process has always been recognized in the policies of the Government. This recognition reflects itself in the eight-fold post-independence increase in the number of schools and nine-fold increase in the enrolment of the 5-9 age-group population.

Nevertheless, judged by the last milestone, the gains remain modest. The participation rate today is only 48 per cent (Boys 63 per cent: rural – 58 per cent, urban – 77 per cent: and girls 32 per cent rural – 20 per cent urban – 66 per cent), indeed a low figure. Of those who enrol for Class I, about 50 per cent drop out by the time they reach Class V. The physical infrastructure is utterly indequate leading to the twin phenomena of ghost schools and teacher absenteeism. Our inability to expand primary education so as to absorb the increase in population and reduce the backlog of illiteracy, has increased the enormity of the challenge. It is encouraging that the Sixth Plan approaches the primary sector with such earnestness.

A lateral quantitative expansion of a significant scale should bring the school facilities to the door steps of the people. However there is a distinction between elementary education and primary education. Elementary education is defined as the ability to read and write and do simple arithmetic, an ability which can be acquired by three years schooling. This should constitute a distinct stage in the system. The main thrust of quantitative expansion should really be at the elementary level (i.e. grades I-III) during the Sixth Plan period. The reasons are readily obvious. Costs of universalization would be lower. The initial accommodation facilities exist. There is only one whole-time teacher, the Imam works on a part-time basis. Separate schools for the girls are not needed in this age group. The problem can thus be reduced to more manageable proportions.

There should be a terminal test, locally arranged so that a certificate can be awarded.

The quantitative expansion at the elementary level has another advantage. The opportunity cost (the economic loss of the parents in keeping their children at school) would be reduced. The time horizon is only three years against five in the primary. It would be easier to enforce the legislation for compulsory education up to this level.

The total number of mosque schools at the end of the plan period would be about 43,000 which implies that every village would have a school. This would be in addition to the 65,000 other primary schools that already exist (June, 1983). Once this level has been achieved, quality must begin to assert its claim for allocative priority.

The above framework is justified by another conceptual distinction, the distinction between the problem of low enrolment and the problem of high drop-out. Continued retention at school depends a great deal on the quality of schooling and the environment of the school. By emphasizing these, we enlarge the benefits of investment in education. The transition from the elementary to primary level would thus mark a shift in strategy, from the cost side of the question to the benefit side.

Quality improvement. The quality as a dominant factor would find a tangible expression in the proposed establishment of 4,000 primary model schools – one for each Union Council. This however, would be a cost-concious model. Each school would have five classrooms, five teachers, a headmaster's room, modest furniture comprising a teachers' chair and table, blackboard and taats (mats) a teaching kit, a library, and provision for physical education and sports.

The "model school" concept is not new, but its implementation on such a wide scale, covering the whole country as it does is a radical innovation. It is one of the key projects identified in the Ministry of Education "Action Plan" related to the Sixth Five Year Plan 1983. Not only can such schools act as centre or cluster schools. They can act also as experimental centres where new curricula, learning materials, teaching techniques, in-service training methods,

supervisory and observational techniques can be introduced and evaluated. Above all it will enable Pakistan more realistically to establish criteria of achievement which may resonably be expected of its primary school children.

Other constituents of improvement include (a) revision of curriculum and textbooks; and (b) teacher training. The mosque school being a part of the general scheme of education will use the same curricular materials as other schools. Its quality must measure up to the general standards maintained in the sector. Further, the functional segmentation of Classes I-V, into Classes I-III (elementary) and class I-V (primary), would necessitate readjustments. It is proposed to provide educational kits to all the newly opened schools and train teachers in the use of these kits. The new product, however, will be separated into two kits, one for the elementary (Classes I-III) skills of reading writing and arthmetic, and improved courses for Classes IV-V, containing elements of science, will be developed.

The demands of primary education entail a crash training programme of teachers. About 100,000 teachers will have to be admitted to the training process. This will mean commissioning all existing training institutions, including the Allama Iqbal Open University. Even that may not suffice. It will be necessary to use innovative methods, for example, preparing mobile squads for *in situ* training in difficult areas. Funds in the Action Plan have been provided for this purpose.

Substantial success has been achieved in the primary education project by introducing on an experimental basis, resource centres (a model primary school) for a cluster of schools in the vicinity. Further implementation of this concept will go a long way in conslidating the process of primary education. The model primary school being established under the Action Plan would be used as the resource school, to upgrade the skills of teachers serving in the satellite schools.

Supervision. This has already been identified as a weak link in the management of the educational process at primary level. The committee on primary education made specific recommendations to improve the supervisory structure. The implementation of all these recommendations seems beyond the resource of the Sixth Plan. Yet, the present ratio of supervisor to schools' which may be as great as

1:300, is beyond the management capability of a single person. In order to ease the situation a first phase programme, the appointment of a Supervisor (as a front line worker) in grade II at each Union Council should be made. Such a person will be a member of the Union level education committee, will motivate the community, will supervise education in primary schools including mosque schools within his area, and will co-ordinate the activities of the formal education sector with the literacy centres in his area. Such a person will be selected from amongst the primary school teachers in the area. The Supervisor will be required to report the progress of the schools to the AEO concerned. To make the supervisor mobile, he should be provided with a bicycle, on a hire-purchase basis. The programme is anticipated to cost Rs. 270 million, for which provision has been made in the Action Plan. The expenditure on salaries and the lump sum provision for hire-purchase is included in the development expenditure.

Research and experimental project

Four research areas need consideration in primary education. First the mosque school, as it establishes itself may present some problems of human ecology, and possibly of the quality of education. Secondly, the high drop-out rate which has been with us for a long time, requires a more systematic investigation. Thirdly, the development of curricula, and the preparation of textbooks, both of which have to be better adjusted to the cognitive levels in the primary age-group. Lastly, alternate methods for promoting education amongst the rural females through a mix of formal and non-formal structures, as for example those used in the experimental pilot programme of educational development in rural areas. Such methods warrant further studies and appropriate readjustments. Whereas research will be encouraged in the areas identified, it is proposed to launch the IREAD (Integrated Rural Education and Development) programme on the basis of the experimental programme completed by the Ministry of Education in 31 villages (preferably all villages of a single tehsil selected in a province). The programme integrates community development (skill training for men and women) with primary education and adult literacy and is handled by the local village committees.

Physical infrastructure

The working environment of the school is also to receive a modest upgrading. Furniture will be provided to all the existing schools (where not provided already) and to the extensions of the school when made. The proposal is for sufficient allocation in the Action Plan to meet the minimum requirements of standard furniture items recorded in the table below:

List of standardized minimum items of furniture for each primary school

Items	*Quantity*	*Total Cost (RS)*
Taats	6 sq.ft. per student	6,000
Blackboards	4	300
Iron trunks	3	200
Steel almirah	1	800
Teacher chairs	6	300
Teacher tables	5	400
	Total:	8,000

Despite the allocation of resources described above, the major portion of allocations, (in fact more than 80 per cent) is earmarked for the expansion of physical infra-structure. Two-room buildings for Classes IV and V will be provided for 32,000 schools (50 per cent for girls) to accommodate the students passing out of the mosque schools. One-room extensions will be provided to 35,000 mosque schools. New buildings will be constructed for 7,300 schools, while restoration and improvement will be undertaken for 6,300 existing buildings. The only element subject to doubt is the provision of female teachers residences, because they seem to be unable to attract non-local teachers.

In the face of so generous a disposition to the physical infrastructure, one might as well ask if this is not plan of brick and mortar, despite the lofty claims about the quality of education factor. Not necessarily. The reasons are two-fold. There is an enormous backlog of "opened" but "unbuilt" schools, which have tended to deteriorate into paper institutions. Secondly, there is the question of absorption capacity on the soft-ware side. If this capacity does build up, there

should be no hesitation whatever, to reappropriate resources earmarked for buildings. It is in this spirit of flexibility that one needs to approach the problem. As a result of these measures the primary participation rate is expected to go up to 75 per cent and literacy rate to 50 per cent by 1988. If these targets are achieved, the Plan would have fulfilled a mission.

Conclusion. In summary, primary education will be given a new start through better working environments, higher quality of teaching, and more effective supervision. In many of these areas one has to remain vigilant, because cost effective measures of quantification are not available. Above all it will require an abiding commitment from all those who occupy the centre of the stage.

Proposed measures

The Government is conscious of the fact that the most important programme to be implemented during the coming 20 years in the education sector is to both improve the quality of primary education and to attain its universalization. A difficult challenge, therefore, confronts the Government. The challenge relates to the need to restructure the present outmoded system. What follows is a discussion upon the various steps and measures which are being taken to effect this restructuring.

The provincial departments of education are the principal agency to prepare and implement educational plans. Unfortunately, no adequate attention has been paid so far as to their development on proper lines. Their structure, designed during the British period for very limited purposes, continues to be substantially unchanged even to this date. Their procedures and programmes are still largely traditional and the outlook of their officers is more often than not, rigid and conservative. It is true that there has been some expansion in the number of personnel working within the departments. But most of this expansion has been on traditional lines and has not implied any qualitative change in their operation. Moreover, even this numerical expansion has not kept pace with the demands of the situation and has fallen short of the expansion in the number of schools, their enrolments, the strength of the teaching force employed, or total educational expenditure at present. No provincial department of education, as constituted at present, is in a position to

assume responsibility for the complex and difficult programme of educational reconstruction.

The Government is of the view that administration is essentially a matter of faith and vision, bold and courageous leadership, and proper handling of human relations. The major weakness of the existing organization of the provincial education departments are largely related to personnel. These include: inadequate staffing, inadequate provision of in-service education, lack of specialized staff, and shortage of personnel at the higher level. The existing facilities and arrangements for the training of educational administrators are inadequate. Pre-service education for educational administrators is considered unnecessary. There is little or no provision for such training opportunities in the country. It is all the more surprising because the efficacy of training is the basic assumption in education. Training for an educational administrator is needed not only because the tasks he is required to perform are difficult and complex, but mainly because it is necessary to orient him to the programme of educational expansion and improvement.

Practically all educational administrators working in the provincial education departments are old working teachers who, in order to receive promotion, have been posted to such new assignments. They neither know much nor are properly inducted into their new jobs and all that they are left to do is to pick up one thing from here and another from there. To add to it they are sometimes required to manage or support educational programmes of an innovative nature. Such programmes are often doomed to failure which can, therefore, be traced back to the management level. Thus there is no doubt that to ensure the success of a programme of an innovative nature the management has to be of an innovative type.

The existing procedures in educational administration suffer from an excess of emphasis on uniformity and rigidity. These rules and regulations rather than proving to be guidelines for action have become straitjackets and the explanation of inaction. The idea of creating uniformity and regulating the educational process through comprehensive departmental codes has been overdone. A good portion of these codes are no longer compatible with the changed reality. Whereas there was ample justification in 1935 for requiring to float a tender in the newspapers if the articles to be purchased are to

cost more than Rs. 5000/– the same has lost all relevance when the tender itself will cost 50 per cent of that amount. The worst part of the situation is that it militates against initiative and reduces experimentation to a minimum.

The Government thinks that in order to introduce flexibility and dynamism to the educational administration the first thing is to bring a change in the attitude of the administrators. They need to cultivate an openess of mind and a spirit of inquiry rather than a rule-of-thumb approach trying to stick to established practices even when they cease to be meaningful. It is here that research in educational administration and the in-service training of educational administrators can play a significant role. There is need to innovate those management and organization practices which have been found so effective in industry. It was in this context that the Management Unit for Study and Training (MUST) was created in N.W.F.P during late 1979 as a pilot project with the specific objectives to:

a) look into the management practices and procedures as they exist at the moment and to recommend appropriate changes with a view to ensuring their compatability with the changed reality;

b) take a critical appreciation of the present educational code for the purpose of its recodification to establish consistency with the changed circumstances;

c) prepare job specifications and job manuals for administrators at all levels with a view to enhancing their efficiency and modernizing the management along the new organization and management concepts;

d) arrange in-service training of the administrators with the purpose of equipping them with the planning and management techniques which they lack; and

e) look into the possibility of creating an appropriate and valid data-base through the establishment of a Management Information System employing electronic data processing.

MUST is a pilot project created on an experimental basis in one province, and its evaluation is now in progress. It is expected that similar units will be created in other provinces modified to the extent

indicated in the evaluation report. However, the common belief is that MUST has been a considerable success.

School mapping. Areas in which there is scope for much improvement in administrative practices are those of policy formulation and project preparation. Modern administrative practices in the production sector require a systematic analysis and determination of cost-effectiveness before a new operation is launched. In education, too often the practice is to describe a scheme in a perfunctory manner without determining its full cost and to begin operation with insufficient preparation. The knowledge that the cost is prohibitive and cannot be met out of the allocated resources, is gained only when the shortfall of targets is brought out during implementation. Where large sums of money are to be spent a series of preparatory steps are necessary beginning from feasibility studies and going through step-by-step plan of operations for the project. This detailed programming of the planned activities will ensure more economic use of resources and a better evaluation of the progress being made during implementation.

The major reason for doing an inadequate job at the time of project preparation and during implementation is the fact that a comprehensive picture of the educational system, being such a vast enterprise, is difficult to visualise. Here is a situation where the tree may be known but the map of the wood is missing. It is so easy to take a decision that all those settlements having a population of 500 or more must be provided with schools. But one cannot sav with any confidence how many of such settlement there are in all and how many are without a school, or what such a decision would cost the exchequer. No system of feasible priorities can be worked out without having such reliable basic information available.

A 'School Mapping' exercise has been completed. It is the first step in a scientific approach to systematically solving the problems associated with the provision of educational facilities at the primary level to all children in the country and towards some rational distribution of institutions related to the second level of education. The exercise is an attempt to effect optimum utilization of the very scarce resources which Pakistan possesses. The main objectives of the activity are to:

a) collect relevant data from all the educational institutions of Pakistan comprising all the various administrative units up to the level of secondary education;

b) process the same data employing electronic data processing;

c) diagnose the existing situation with a view to determining the disparity in the spread of educational facilities;

d) ensure rational distribution of educational facilities to be developed under the Sixth Five Year Plan; and

e) identify major criteria for assessing the optimal use of a network of educational facilities.

A computer based questionnaire, formated coding sheets and a 'Learning Package' of three units were developed at the Project Wing of the Ministry of Education and a series of workshops to train data collectors were run. Data collectors were required to visit each and every institution and to enter the data directly in the coding sheets. A system of spot checking was designed to ensure the reliability and accuracy of the data so collected. The data from the coding sheets has now been tabulated by the computer and its analysis is under progress.

Strengthening selected educational institutions. Until very recently development in education has meant quantitative inputs, targets and outputs. The exact educational substance, content and effects have remained, by- and-large, overlooked. Certainly the distinction between quantity and quality in educational development is a problematic one – many qualitative aspects of an educational system finding their expression in quantitative indicators and it is true that educational planning has been in the past primarily pre-occupied with problems that are amenable to quantitiative adjustment. What happens to students exposed to instructional and other educational experiences provided as a result of plans for the further expansion and development of the educational system has been of less concern. In the process, what the particular instructional and content characteristics of a given type of schooling did to the mix of knowledge, skills and attitudes to be found in the student has tended to be a matter of small concern.

A good deal of attention has been directed in recent years therefore to the techniques of revitalizing classroom teaching. The revised curriculum was intended to revolutionize all life and activity in the primary schools and draw out the best in the child. A critical survey of the situation as it existed was conducted in one of the provinces in 1977 and it was revealed that, in spite of the considerable effort in the shape of workshops, refresher courses and seminars, the impact of these activities on teaching practices had been relatively small. There remained a mismatch between the curriculum and the methodology. The new curriculum was still being taught through an old methodology. The survey clearly demonstrated that languages continued to be taught through chanting, that comprehension was poor, that language development amongst children remained low as a consequence. Mathematics, science and social studies continued to be taught through drill and memorization. Teacher-pupil interaction remained uni-directional and pupil initiation was conspicuous by its absence. Instruction still conformed to a mechanical routine, continued to be dominated by the old besetting evil of verbalism remaining dull and uninspiring.

The problem as indicated above is complex and the answers to it are not easy to find. However, the following factors are considered to be mainly responsible:

a) by and large, the competence of an average teacher is poor: his general education is below standard and his professional preparation unsatisfactory;

b) little has been done to find out in crucial sectors the methods that are best suited to the conditions and needs. For instance, the best method of teaching beginning reading in a non-phonetic script like Urdu has yet to be developed;

c) The educational system is not designed to encourage initiative, creativity and experimentation on a large scale and is, therefore, unable to keep itself abreast of the time. Intuitively it is felt that we are behind the international mainstream and that this gap may widen with the passage of time; and

d) even assuming that a good method of teaching is discovered and is actually introduced in progressive schools, the

problem still remains of disseminating it amongst the other schools so that it becomes the common practice in the educational system as such. This is a difficult task and one has yet to find the right techniques for accomplishing it.

Cognizant of all the above issues, it has been felt that teachers at the primary level have no option but to continue teaching in the way they are doing at present. This is the only model that they have witnessed and they are almost bound to perpetuate it. The only solution is to present better models for the teachers to observe and from which to draw their inferences. In such a situation educational films and model lessons developed around specific concepts at particular grade levels are necessary. Unfortunately, films obtainable from the market are usually in English. The language itself will not be the main problem since any film can be conveniently dubbed into Urdu. The biggest objection to the showing of such films with a view to creating the desired impact on our teachers is the difference in the conditions of schools as depicted in the model and what exists in Pakistan. This enormous difference between the two situations acts as a mental block with the teachers, prohibiting competely their drawing out the necessary inferences.

In the circumstances it was thought that if something similar could be done in typical situations the message could be a real force and a good way to let the teacher see what the possible alternatives are. To achieve this objective of reforming pedagogy a UNDP aided project named as "Strengthening Educational Institutions" was launched in all the four provinces during 1979. The project conducted a series of teacher refresher courses based on actual classroom teaching. Lessons in local conditions were recorded on video-tapes and were made a basis for group discussions. The project is near completion and its evaluation is in progress.

Experiment in local planning. The crux of the problem of educational planning in Pakistan is to implement a national policy in education in spite of the fact that Pakistan is such a large country and that conditions vary enormously from one place to another. To execute uniform policies in conditions which are extremely divergent is a very difficult task. This difficulty is further compounded by the fact that planning is done centrally and often as an arm-chair exercise. The existing machinery for educational planning leaves much to

be desired. The planning cells in the offices of the Directors of Education are inadequately staffed and work without any knowledge of the field conditions. Their work is mostly administrative and financial and confined to the compilation and reporting of financial and physical targets.

Education is essentially a responsibility of the provincial government. But the Government feels that it is also a national concern and, in certain major areas, decisions ought to be taken at the national level. Thus to be very exact there is a need to regard education as a Provincial Federal partnership. On the other hand, it is necessary to remember that education, which concerns every parent and every family, has to be taken as close to the people as possible and that its administration can be best conducted by or in close association with local communities. This implies that educational planning has to be decentralized to the district level and still further down to the level of each union council. The process of educational planning in a federal democracy like this has thus to be the right mix of centralization in the appropriate sectors with a large amount of decentralization in other sectors and especially in administration. Care should, however, be taken that the parts fall coherently into the totality of a broad national plan, and that possible contradictions are eliminated.

The Government felt that decentralization in planning at the district level was not possible until recently because of the lack of institutions of local government. However, as they are available now a start can be made. Not only can such a process ensure the involvement of local communities in nation-building activities, it can facilitate in due course of time, the availability of their resources as well. It is an essential step towards the mobilization of people and possesses immense potential in its wake.

Such is the rationale which led to the adoption of an experimental scheme effective for one district with the technical and financial assistance from UNICEF. Through the mobilization of resource persons from within the local communities the scheme aims to formulate a data-base in the first instance and then to use the same data-base in spelling out an action plan. The enthusiasm with which the scheme has been received, and the fervour which the activity has generated was eye-opening in many respects even for the organizers of the scheme. There is absolutely no doubt that the experiment has

been a great success and leadership from more and more districts is putting pressure on the provincial governments to let them replicate the programme as developed in this one district.

The Centre School

The Centre School is an innovative type of institution established at a functional level with a view to enhancing the efficiency and effectiveness of the sub-system of primary education. The concept has been specifically designed to suit the objectives of the Primary Education Project and is, at the moment, under implementation only within the Punjab province on a pilot basis. It is an institution which can conveniently fit into the existing scheme of institutions. At the same time it possesses tremendous potential for improving things at grass-roots level. The informal monitoring carried out so far confirms the expectations which went into its design.

In the Punjab the Primary Education Project (PEP) extends to only ten of its districts. Within each district either two or three IRDP centres are covered by PEP. As many as 60 primary schools have been selected from each of these Centres for purposes of operations under PEP. Where there are three IRDP Centres within a district, two are for male and one is for female primary schools. However, where there are two IRDP Centres one is exclusively for male primary schools while the other has 60 male as well as 60 female primary schools placed with the PEP. Thus within each district 120 boys, and 60 girls' schools are covered by the Primary Education Project. The total number of schools in the Punjab under the Project is 1,800. Again, all these schools have been divided evenly into 300 clusters (each cluster possessing six schools).

An IRDP Centre of the Project has either one set of ten clusters of primary schools male/female or two sets of ten clusters of male and ten clusters of female primary schools. Each set of ten clusters of schools (60 schools in each set) is looked after by a male or a female supervisor. He/She is being assisted by ten Learning Co-ordinators. Thus each cluster of Schools has the facility of one Learning Co-ordinator as well as one Supervisor to ten Clusters.

With each cluster of six schools there is one school known as Centre School. The Centre School is usually the best school of the

cluster. It is, very often, the oldest school of the cluster with the largest enrolment, maximum and the most experienced staff and possessing physical facilities better than at others. Again, the other five schools are within easy reach. The Centre School acts, additionally, as the headquarter of the Learning Co-ordinator.

One room has been constructed at each of these centre schools to be used as an office by the Learning Co-ordinator and as a meeting place for the teachers of the cluster schools. Enough furniture has been provided for the purpose. Books on education for the personal use of the Learning Co-ordinator as well as his teachers have also been made available. It is intended that teachers should assemble at the Centre School at least once in a month either for some programme of in-service training or, may be for an exchange of experience. This mechanism is also adopted in case some urgent information is asked for by the district authorities.

The major function of the Centre School is to break the terrible isolation under which each school works at the moment. The intended purpose is to create such conditions as may enable a small group of schools working in a neighbourhood to make a co-operative effort to improve teaching learning. A Centre School is a meeting point – where all the teachers working within the cluster can meet for the purpose of enhancing their professional growth and to discuss other matters of mutual interest. Here is a place where a relatively new teacher can meet with an experienced teacher and discuss his school's or even his personal problems in relation to the community where he works to enquire about what may be the best way forward in the circumstances in which he finds himself. He/she can further use the small library that is available with the Centre School.

A network of schools has been established with the potential to be exploited in the following specific ways:

a) some suitable reprographic equipment can be made available to a Centre School with a view to converting it into a clearing house for the dissemination of the required professional knowledge – utilized for the preparation of learning materials for pupils as well as for developing restricted response tests;

b) if some self-contained modules are developed complete with all instructions and relevant materials the Centre Schools can be employed as venues for conducting courses;

c) the Centre School provides an excellent forum for the introduction of modernization in the teaching/learning process through such mechanisms as the Mobile Projection Unit or Mobile Library.

Reading teaching project

Any attempt to improve the quality of life of all sections of the population in the context of today's Pakistan would have to cater for the required educational inputs. The incidence of a high illiteracy rate has serious implications for the capacity of the population to attain better health, nutrition and sanitation practices and thereby to contribute to national development. This goal targeted towards the optimum realization of human potential further demands the qualitative regeneration of education at all levels.

Recent attempts undertaken in NWFP to effect improvement in learning on the part of children at primary level indicate a general state of under-development in the broad area of communication which is proving to be quite a real constraint. Teachers need more knowledge and understanding of the process associated with language acquisition in general and reading in particular before they can embark on programmes suitable for meaningful learning.

The high primary school drop-out rate coupled with the fact that for the majority of students it is the only formal education that they will receive emphasizes the necessity for the teaching of reading to be as effective as possible in order to provide some basis for self directed learning. In general the primary grades are taught by the least qualified teachers. Thus the short exposure to school which most children have is spent with those who are least able to equip them with the competencies essential for children to attempt later self learning.

Pakistani educationalists and outside consultants have identified the following factors which appear most significant within the classroom setting and which need some positive improvements to be made quickly and effectively. These are:

a) teachers use outmoded methods of teaching which feature meaningless chanting, rote learning and no attempt at teaching for comprehension;

b) reading books developed and prepared without consideration for appropriate vocabulary; and

c) complete non-use of no or low-cost teaching/learning aids.

To ameliorate such problems a Reading/Teaching Project financed by UNICEF is to be introduced nationally in three phases. The purpose of Phase I would be the comparative investigation of learning strategies appropriate for the teaching of Urdu language. This study will be conducted only in NWFP and its findings will be applied to the other provinces as well. The investigation involves the comparison of the effectiveness of several different methodologies for teaching reading in Urdu at grade I in terms of the learners performance levels over one school year.

Phase II will deal with the establishment of graded vocabulary specifications and will be conducted separately in all the four provinces because of their liguistic differences. The specifications will provide standardized vocabulary lists for each province for each grade of the primary school, in the Urdu language. After the establishment of province-specific graded vocabulary lists, national lists will be established through consultations among provinces.

Phase III will be devoted to the development of the Reading Kit. This phase will also be conducted in all the provinces. It is anticipated that province-specific vocabulary lists and reading scale norms will show differences. For example, it is likely the Punjab list will be longer than the list from Baluchistan. Considering that Urdu is the national language, it is necessary from both the points of view of national identity and integrity, and of social justice, that over time, all learners in all provinces achieve common nationally specified standards in Urdu. The development of the Reading Kit may be considered in terms of two operations as follows: (a) development of a basic province-specific kit to enhance reading ability in a given province; and (b) development of an extension kit which will enhance the achievement of learners from a province-specific level to the common National achievement level in the Urdu language.

All the four provincial governments have accepted the project.

Chapter Eight

NEW PROGRAMMES

A major transformation is needed to effect improvement in the effectiveness of primary education to improve the quality of teachers to lay special emphasis on the combination of teaching and research, and to drastically reform the management infra-structure. The twin challenges of quantitative expansion and qualitative regeneration may be specific to the present and not to Pakistan alone. One can learn a lot from the development of the educational systems elsewhere and one can draw inferences which have much meaning. These two challenges appear to be in a dialectical relationship with each other. Any worthwhile further expansion is not possible without the incorporation of some improvement of the qualitative aspect. However, between the two, the qualitative dimension should enjoy the primacy. It is this aspect which has remained neglected for so long. Any attempt to do something in this respect in the past has remained restricted and largely ineffective. Thus the educationalists within Pakistan feel that the real need is action. Consistent with this thinking, of late a number of programmes have been launched to face the issues indicated above.

Appropriate instructional model

The diversity of approaches, methods and content found in innovations internationally, may reflect the uncertainty which exists over how to proceed. The present lack of information, in particular about the effects of different teaching strategies, puts their practitioners in the position of advocating a particular strategy on grounds that are little more than beliefs. Subsequent decisions on adoption are embarrasingly unsubstantiated by prior knowledge of the likely effects of the chosen strategy, intended or unintended.

The conditions and constraints that effect the consequences of introducing a particular change in teaching strategy extend far beyond the classroom and the school. Factors such as the

commitment of the teachers (which might be influenced by their socio-economic status) or the home background of the children or the social values of society, as evidenced in the allocation of educational resources to different groups, might well have as much part in learning outcomes as changes in classroom materials or approaches.

Within this context an attempt is being made to outline the main dimensions of the classroom teaching/learning process and by doing so to highlight some of the basic issues. Based on these dimensions an empirical model is being attempted. It is presumed that this model will be employed to measure the teaching/learning conditions of any classroom at any point in time. It follows that the description of a particular classroom in terms of its position in the dimension will yield a comprehensive picture of its overall condition. A description undertaken similarly but at a different point in time will provide a basis not only for comparision but also for evaluation.

The decisions that are at the heart of an appropriate instructional model are those that have to be made about how to organize and supervise pupils' learning. In times of change these decisions ought to be made consciously associating always those who would be called upon to adopt them. Decisions about one aspect of the learning environment in the classroom should be consistent with decisions about other aspects. This plan of action which results from taking a set of self-consistent decisions about the classroom learning environment is what is meant actually by teaching/learning strategy.

However, different strategies may place varying emphases upon the decision about a particular feature of the classroom. In one strategy the choice of whether pupils work individually or in groups may not be considered as important as in another. Again, in one particular strategy it may be crucial that pupils work in groups of heterogeneous ability so that the more able can help the less able whilst in another strategy the composition of the groups could be relatively less important. One of the obstacles to achieving a coherent view of the strengths and weaknesses of alternative strategies is the possibility that different sets of variables are needed to describe different strategies. But comparison of one strategy with another is difficult unless some agreed framework is used and decisions with regard to important variables are stated in all cases.

Although there is so far no defined set of variables (instructional model) which can be universally agreed upon, none the less a step towards developing strategies in terms of positions along a series of dimensions is being made which represent the most important features of the decision-making process.

Ideally it would be most useful to arrive at a set of dimension which encompass all important features of as many strategies as can be envisaged. Such a set is under consideration in N.W.F.P. and at Gilgit. Ideas are being pooled and the exercise is in progress. In the meantime, a few dimensions have been selected to illustrate the way in which this approach provides the appropriate instructional model. These dimensions have been chosen because they represent aspects of the teaching/learning process which are considered to effect outcomes which can be varied, and about which decisions must be made explicityly or implicitly.

The dimensions chosen are: the pupils' role; content of activities; pupil participation; influence of feedback; and teacher-pupil relationship.

In terms of each of these dimensions there is a continuum of possible behaviour. This range of variation is being spelled out with the intention of making a conscious decision as to the extent of appropriate behaviour vis-a-vis certain dimensions. The aggregate of all these dimensions along with the level desired will constitute the appropriate instructional model. It is a fascinating effort which is being undertaken with far-reaching implications.

The conceptual frame-work of the proposed Instructional Model as outlined above is far from complete. However, consistent with the conditions that teachers are inadequately trained, that the existing traditional teaching practice dates back a long way and the fact that supervisors do not expect anything different or innovative one has got to plan change keeping in mind a long time perspective. The whole process is, of course, being closely monitored and an in-built mechanism of evaluation at all stages is also being planned. The programme is in very competent hands and it is expected that very relevant lessons will be learnt for wider adaptation/replication.

Legislation for compulsory primary education

Primary education has a chequered history. It has been the avowed policy of successive Governments, which found full expression in all the policy documents and the National Education Policies devised and implemented during the last 36 years, to achieve the coveted aim of universalization of primary education, but the goal has not been attained. The low enrolment in the primary schools of age group 5-9 and the high drop-outs have mainly contributed to this. The situation is more disheartening when we see the widening disparities in the participation rate between urban, rural male and female. There are 63 per cent boys (rural 58 per cent) and 32 per cent girls (rural 20 per cent) who are enrolled in primary schools. Nearly 50 per cent of them drop out before completing five years of schooling and join the swelling rank of illiterates. The physical infrastructure is quite inadequate, which is conducive to the existence of ghost schools and teacher absenteeism. The rapid increase in population and slow expansion of primary education has assumed a fearful proportion. It is encouraging that the Sixth Five Year Plan has fully grasped the gravity of the situation and has given the highest priority to the promotion of primary education.

There is a provision of Rs. 7 billion in the Sixth Plan for the promotion of primary education. The plan provides for special programmes such as Mosque Schools or Mohalla Schools, with lowered qualifications for teachers in order to bring the school nearer the clientele. Universal compulsory education will also be instituted within the plan period. All boys of the relevant age-group will be put into Class I in the middle years of the plan and all the girls by the terminal year (1987-1988). A minimum of three years of schooling will be made obligatory to begin with and the tenure will be gradually raised to ten years.

To translate into reality the objectives enunciated in the Sixth Five Year Plan, the Ministry of Education has prepared an action plan identifying development projects and programmes in the sphere of education deviating marginally from the guidelines given in the Plan. The promotion of primary education has been given the highest priority. A most important feature of the Ministry's action plan is the marked distinction between elementary and primary education. The main thrust is on the quantitative expansion at the

elementary level and reduction in the cost by doing away with the concept of separate schools for girls. The revival of Mosque Schools particularly in the scattered human settlement and habitation should give further impetus because it will reduce the distances and encourage the reluctant parents to send their children to the Mosque School being opened nearby. Besides, with the establishment of Classes I-III in the newly opended Mosque Schools compulsory elementary education can be legislated since parents will no longer have adequate excuses for evading the compulsory legislation.

In order to hasten the process of achieving universalization of primary education by the target dates, it has been considered necessary to introduce and enforce legislation for compulsory primary education up to Class III only. The powers to enforce the legislation in any Union Council or other area, lie with the Government, but can be delegated to the subordinate officers. The enforcement would be made through the Compulsory Education Authority. At the Union Council level, this Authority may comprise the following:

i) The Chairman of the Union Council (who will be the ex-officio Chairman of the Compulsory Education Authority);

ii) Headmaster of the largest Middle (or in the absence of that Primary) school in the Union Council; and

iii) The functionary of the Education Department in the Union Council by whatever name he may be called.

The Compulsory Education Authority shall ensure that every child required to attend a school does so. It will be the responsibility of the parent of the child to cause the child to attend the school. In case a parent has failed to cause the child to attend, the Authority, after affording a chance to parents of being heard and after necessary enquiry, may pass an order directing the parent to have the child attend the school up to a fixed date and if he fails to do so the Authority shall sue the parent in the court. Similarly the Compulsory Education Authority will be empowered to sue a person who employs a child of school going age.

In the urban areas the Compulsory Education Authority may be constituted around the Ward Committee in the larger municipalities

or if there is no Ward Committee, the Municipal Corporation or Committee or the Town Committee, as the case may be. This has been left flexible so that the structures can be adjusted to the situation. Similar arrangements may be made in the Cantonment Boards.

Local supervision. Since independence in 1947 the educational system has expanded by a factor of 8-9 in terms of the number of institutions. and by a factor of 10-11 in terms of enrolment. Practically, the whole concentration has remained focused towards quantitative expansion of actual school plants and their educational institutions. The supervision has, however, lagged behind.

The main purpose of local supervision is to gain the confidence and faith of the local population in the educational process, to bridge the gap that exists between the school and the community and to augment the resources of the school with the intentions of transforming the educational process making it thereby more efficient, effective and relevant. This effort must pave the way for interlinking education with the efforts which are being undertaken to overcome the socio-economic under-development of the country.

The introduction of the concept of local government and the establishment of institutions as a consequence has provided a unique opportunity for bringing the school and the community closer. The schools are there to prepare a new generation with the knowledge, skills and attitudes to enable them to deal with any likely emergent challenge. It is the communities duty to ensure that schools do a really effective job to the satisfaction of the entire country and its people.

As a first step to involve the community in the educational process it is proposed that Education Committees, for the explicit purpose of over-viewing primary education, may be constituted in each Union Council with the following composition:

A.	Chairman of the Union Council concerned.	– Chairman
B.	Headmaster of the Middle School with the highest enrolment in the Union Council. In case there is no Middle School in the Union Council, the	– Member

	Headmaster of the Primary School with the highest enrolment.	
C.	The representative of the Provincial Education Department at the Union Council level such as Learning Co-ordinator, Resource Person, Assistant Supervisor etc.	– Member/ Secretary.

The Union Council's Education Committee may be entrusted to:

a) take measures to ensure full attendance by teachers and students in the primary schools of the concerned Union Council;

b) identify priorities for repair work to primary school buildings;

c) encourage the use of primary teaching kits in the schools;

d) recommend the names of teachers for special awards on the basis of their performance in the school; and

e) appoint in each village where there is a primary school/ mosque school a person who shall act as a voluntary supervisor for the schools in that village and shall report to the Union Council Education Committee. Such voluntary supervisors shall be selected from amongst the literate retired persons or elderly respected people of the village.

The Committee should visit the schools at least once in two months and then issue a report.

Local supervision provides an ideal mechanism for associating the community with the school. It will enable the interests of the respective parties to converge in such a way that it can operate to the advantage of all. It will provide at least a means to overcome disadvantages accruing as a result of the present distant line of responsibility and extended span of control.

District Primary Education Authority. Up to the time of partition, when it was discontinued, the local authorities used to be associated with education. Ever-since there has been a public

debate. It is generally accepted that local authorities do succed in evoking local interest and local enthusiasm and effectively bring local knowledge to bear on the solution of the problems. Their financial contribution to the support of education is generally not large but is substantial in the case of richer corporations. Their main weaknesses, however, are the problems caused to teachers, through frequent transfers and postings and through involvement in local factions and politics. This is the reason why all teachers' association resent being placed under local authorities. This evil increases as the delegation of authority goes to lower levels.

As an ultimate objective it is essential that schools and their local communities should be intimately associated in the educational process. It harnesses local knowledge, interest and enthusiasm for the development of education. As an immediate goal, District Education Committees with the Chairman of the District Council as the chairman of the Education Committee, have been constituted with the District Education Officer as secretary. This Committee acts as a watchdog over the various development activities which are in progress and is to decide such matters as location of a new school or the school that needs upgradation.

The ultimate objective to be reached is the establishment of a competent local education authority which may be designated as the District Primary Education Authority. Such an authority would be in change of all education up to grade V. The jurisdiction of this authority should cover the entire area of the district with the exception of municipalities within the district. All municipalities ought to have a similar authority for their own areas.

The transition from the immediate to the ultimate objective will have to proceed through a number of carefully planned stages. Meanwhile, the primary school teachers have been brought on to a district cadre, and no primary school teacher is transferred from one district to another without his/her consent. Even the budget is spelled out district-wise, at least in one of the four provinces. It is excellent that different provinces have the option to proceed towards a national goal with varying speeds consistent with the objective conditions as prevailing there. The essential point to understand is that there is no virtue in adhering to a mechanical uniformity.

In all such association of the local authorities with education, adequate safeguards need to be provided to ensure that the teachers are not harassed and that they do not get involved in local factions and politics. For this purpose it is being thought expedient to vest the control over the teachers not in the local authority, but in its Administrative Officer (who should be an officer of the education department seconded to serve under the local authority), to associate him closely with the District Primary Education Authority in the discharge of his responsibility. Another point to be taken particular care of is concerned with the quality control which should, under all circumstances lie with the Department of Education which should increasingly seek to perform professional functions in additon to managerial or administrative ones.

National Institute of Communication in Education

This is a new organization being proposed by the Government as a unit within the Ministry of Education. The purpose of the institute is to determine as how best communication media can augment or support community development. NICE, as proposed, will endeavour to set up a development support communication which pays attention to all issues, particularly when innovations are proposed. For example one of the issues which NICE could take up relates to the attitude of many people towards formal education and especially towards the schooling of girls. They may not be able to articulate it but they do unconsciously feel that the educational system based on an alien model has failed to eliminate poverty or reduce inequalities. They think that the school does not serve as a powerful force to eliminate prejudice or suppression. They have the idea that such schooling was the need of the colonial powers to develop economically, culturally and politically a subservient class of people which would be oriented towards the need of more dominant societies. NICE can launch a systematic massive campaign with a view to motivating parents to seek admission of their sons and daughters into the formal schools.

NICE would concentrate its efforts on rural education, mass education, civic education, religious education and will supplement the formal system of education. With the ultimate objective of imparting education, various communication strategies, techniques and

campaigns would be developed to supplement the development efforts in the country.

The objectives of the Institute are to:

a) Develop, produce, distribute and evaluate:

   i) self learning packages for both the non-formal and formal system of education,

   ii) religious education programmes for Pakistanis abroad,

   iii) enrichment programmes for the formal system;

b) Develop communication strategies and to produce campaign-oriented public education programmes on literacy, health and nutrition, agriculture, population planning, and rural development;

c) Develop and produce inter-personal communication packages;

d) Develop and produce learning material for the neo-literates;

e) Promote inter-university lecture exchange programmes through the effective utilization of media;

f) Promote an increased awareness of the contribution of science and technology to the quality of life in society today; and

g) Assist in the improvement of the quality of textbooks particularly the diagrams, illustrations, graphs and pictures.

The paramount importance of the above objectives for national development provides a clear logic for the establishment of NICE which will ensure communication support to all educational processes aimed at improving the moral and physical health, skills and attitudes, productively and overall quality of life of the people. It will also vouchsafe proper use of communication technology which should be regarded as an essential component in any effort desired to mobilize whole communities.

REFERENCES

1. Ministry of Education (1977), Development of Education in Pakistan Government of Pakistan, Islamabad.
2. Ministry of Education (1978) Development of Education in Pakistan (1971-1978) Government of Pakistan, Islamabad.
3. Ministry of Education (1978), Report of the National Workshop on School Mapping, Methodology and Management Information System Government of Pakistan, Islamabad.
4. Ministry of Education (1979), National Education Policy, Government of Pakistan, Islamabad.
5. Primary Education Project (1984) Draft Comprehensive Report, Government of Pakistan, Islamabad.
6. Ministry of Education (Curriculum Wing) 1977, Teacher Education in Pakistan, Government of Pakistan, Islamabad.
7. National Planning Board (1957). The First Five Year Plan (1955-1960), Government of Pakistan, Karachi.
8. The Planning Commission (1960). The Second Five Year Plan (1960-1965), Government of Pakistan, Karachi.
9. The Planning Commission (1965). The Third Five Year Plan (1965-1970), Government of Pakistan, Karachi.
10. The Planning Commission (1970). The Fourth Five Year Plan (1970-1975), Government of Pakistan, Islamabad.
11. The Planning Commission (1978). The Fifth Five Year Plan (1978-1983), Government of Pakistan, Islamabad.
12. The Planning Commission (1983). The Sixth Five Year Plan (1983-1988), Government of Pakistan, Islamabad.
13. The Finance Division (1982), Pakistan Economic Survey (1981-1982), Government of Pakistan, Islamabad.
14. The Finance Division (1983), Pakistan Economic Survey (1982-1983), Government of Pakistan, Islamabad.

SELECTED APEID PUBLICATIONS
RELATING TO UNIVERSALIZATION OF PRIMARY EDUCATION

* *Universalizing education: linking formal and non-formal programmes; report. 1979.*
* *Universalizing education: strategies for development and use of instructional materials; report. 1979.*
* *Universalizing education: selected innovative experiences: new techniques for preparing educational personnel. 1980.*
* *New personnel profiles in relation to changes in society and educational systems. 1980.*

  In-service teacher education: developing innovatory strategies and instructional materials; report. 1980.
* *Designing instructional materials for general education and teacher training: a portfolio of experiences in Asia and Oceania. 1980.*
* *Preparing educational personnel: training methodologies based on locally available learning resources; report. 1980.*

  Linking science education in real-life; curriculum design, development and implementation; report. 1980.

  Towards better health and nutrition; report. 1981.

  Social changes and new profiles of educational personnel; national studies: India, Nepal, Philippines, Republic of Korea. 1981.

  Report of the study group meeting on evaluation and development of innovative methods of teaching with reference to problems of multiple classes and disadvantaged groups. 1981.

  Integrating subject areas in primary education curriculum—a joint innovative project; report. 1982.

  Distance learning for teacher education; report. 1982 (3 vols.)

  Multiple class teaching and education of disadvantaged groups; national studies: India, Sri Lanka, Philippines, Republic of Korea. 1982.

  Learning needs and problems in primary education; report. 1983 (2 vols).

  Training of educational personnel for integrated curriculum; report. 1984.

---

* Out of stock.

The Asian Programme of Educational Innovation for Development (APEID) has as its primary goal to contribute to the building of national capabilities for undertaking educational innovations linked to the problems of national development, thereby improving the quality of life of the people in the Member States.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through over one hundred national centres which they have associated for this purpose with APEID.

The 24 Member States participating in APEID are Afghanistan, Australia, Bangladesh, China, Fiji, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Singapore, Socialist Republic of Viet Nam, Sri Lanka, Thailand and Turkey.

Each country has set up a National Development Group (NDG) to identify and support educational innovations for development within the country and facilitate exchange between countries.

The Asian Centre of Educational Innovation for Development (ACEID), an integral part of the Unesco Regional Office for Education in Asia and the Pacific in Bangkok, co-ordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The eight programme areas under which the APEID activities are organized during the third cycle (1982-1986) are:

1. Universalization of education: access to education at first level by both formal and non-formal means;
2. Education for promotion of scientific and technological competence and creativity;
3. Education and work;
4. Education and rural development;
5. Education and urban development;
6. Educational technology with stress on mass media and low-cost instructional materials;
7. Professional support services and training of educational personnel;
8. Co-operative studies, reflections and research related to educational development and future orientations.